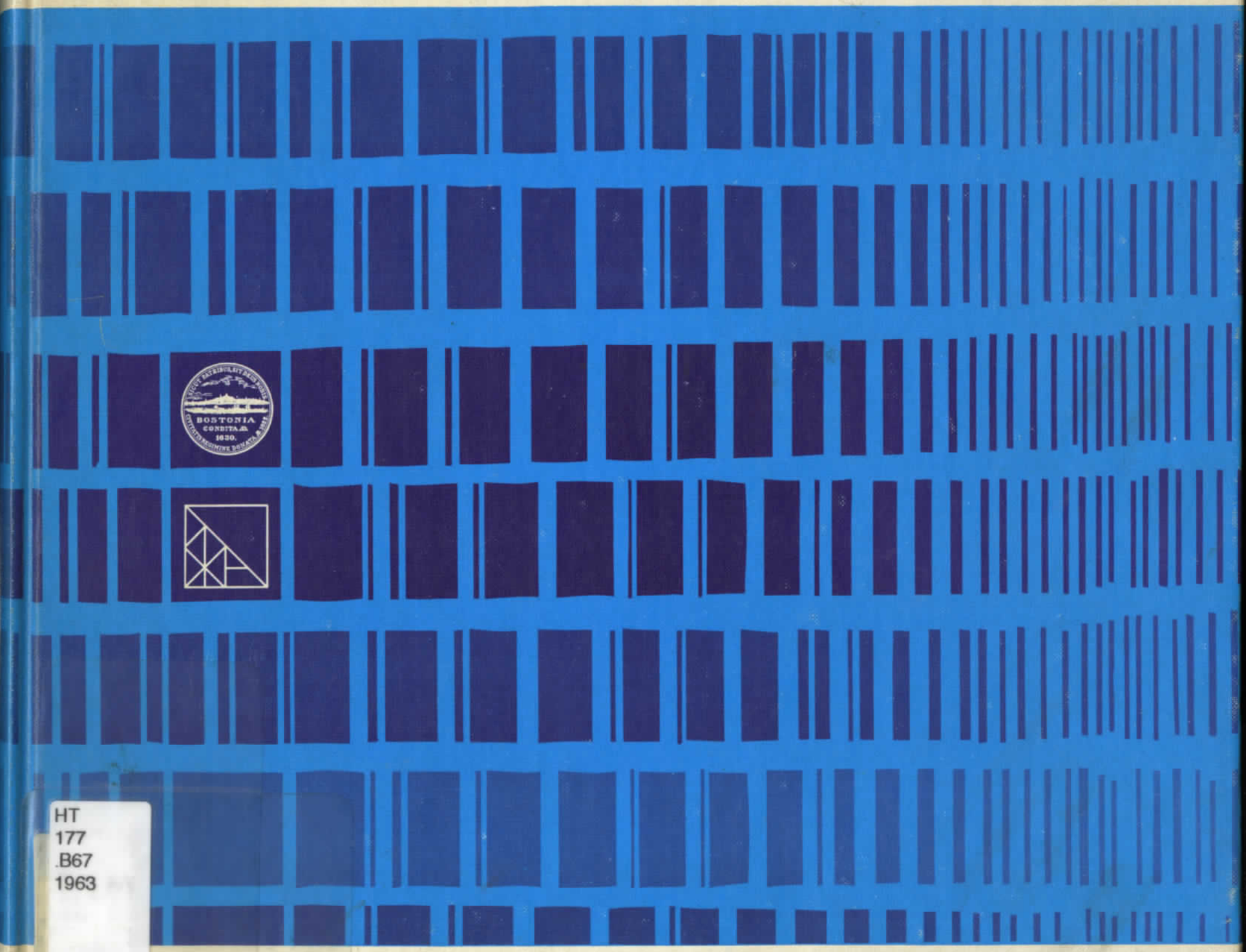
RENEWING BOSTON'S MUNICIPAL FACILITIES

capital improvements program 1963 / 1975



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RENEWING BOSTON'S MUNICIPAL FACILITIES

capital improvements program 1963 / 1975

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Mayor

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TABLE OF CONTENTS

CHAPTER ONE
INTRODUCTION AND SUMMARY

CHAPTER TWO
EDUCATION
School Department
Library Department

CHAPTER THREE
HEALTH
Hospital Department
Health Department

CHAPTER FOUR
WELFARE
Welfare Department

CHAPTER FIVE
RECREATION
Parks and Recreation Department

CHAPTER SIX
PUBLIC SAFETY
Police Department
Fire Department

CHAPTER SEVEN
TRAFFIC
Traffic and Parking Department
Real Property Board — Parking Garages

CHAPTER EIGHT
COUNTY AND GENERAL GOVERNMENT
House of Correction
Charles Street Jail
Real Property Board —
Public Buildings Division

CHAPTER NINE
PUBLIC WORKS
Public Works Department
Highway Division
Water Division
Sewer Division
Sanitary Division

CHAPTER TEN
FINANCING THE CAPITAL PROGRAM

CHAPTER ELEVEN
MANAGING THE CAPITAL PROGRAM
Design and Construction
Fiscal Operations

CHAPTER TWELVE
COMPARISONS OF
CAPITAL IMPROVEMENTS PROGRAMS

APPENDIX A
PROPOSED FACILITIES,
BY DEPARTMENT (TABLE I)
Fire Department
Health Department
Hospital Department
Library Department
Parks and Recreation Department
Police Department
Public Works Department
Real Property Board — Parking Garages
Real Property Board —
Public Buildings Division
School Department
Traffic and Parking Department
Welfare Department

APPENDIX B
PROPOSED FACILITIES,
BY AREA (TABLE II)
Back Bay
Brighton
Charlestown
Dorchester
Downtown
Downtown North — West End and Beacon Hill
East Boston
Hyde Park
Jamaica Plain
Orient Heights
Parker Hill and Fenway
Roslindale
Roxbury-North Dorchester
South Boston
South End
West Roxbury
Citywide Programs

APPENDIX C
LAWS AND ORDINANCES
PERTAINING TO THE
CAPITAL IMPROVEMENTS PROGRAM

APPENDIX D
FINANCING THE PROGRAM (TABLE III)

APPENDIX E
IMPACT OF THE PROGRAM (TABLE IV)

APPENDIX F
EXPENDITURES AND BORROWING
1950-1962 (TABLE V)

APPENDIX G
OPERATION OF URBAN RENEWAL
A LETTER TO THE PRESIDENT
OF THE CITY COUNCIL

APPENDIX H
GLOSSARY

THE PUBLIC LIBRARY OF THE CITY OF BOSTON BUILT BY THE PEOPLE AND DEDICATED TO THE ADVANCEMENT OF LEARNING A.D. MDCCCLXXXVIII
HOTEL LENOX
AVIS RENT A TRUCK

This is a capital improvements program designed to complete the renewal of Boston's municipal plant by nineteen hundred and seventy-five. It will be carried out as part of the renaissance of Boston, and its successful achievement will be the city government's contribution to tomorrow's City of Ideas.

Its contents are the result of many months' effort by the Authority staff: careful review of individual agency requests, visits to facilities, consultations with heads of agencies and their staffs, and continued day-to-day contact with planning teams in renewal areas.

Capital improvements programs across the nation, whether at the state or the city level, have much the same goals. They coordinate fiscal means and physical plans. They provide for the elimination of unnecessary facilities, propose replacement of outdated structures, consolidate duplicating services, and project space needs for new or expanded programs. Basically, they schedule an equitable, geographically balanced, and appropriately timed distribution of limited capital funds among the many urgent needs which any government has.

This document has been prepared as a guide for the planning, construction, and financing of all new public facilities for which the city of Boston is responsible. It is a statement of priorities among projects. It describes the physical facilities which city agencies must have if they are to operate effectively, it estimates the cost of these facilities, and it proposes the financial and administrative means by which the city can carry out the task.

To meet changing needs and circumstances, to accomplish long deferred projects, and to take advantage of the urban renewal process, Boston must begin on a major program of improving its municipal plant.

Many public buildings are obsolescent and inappropriate for programs which they now, and in the future, must shelter. Shifts in neighborhood populations have created excessive space in some public buildings and cramped quarters in others. Standards have risen and desires have broadened in the demand for public services. The effects of age are increasingly evident, as in the deterioration of the nineteenth century sewer lines in the central city, or in fire stations built before nineteen hundred.

The Depression and the war years forced Boston to defer capital spending. The backlog of postponed projects was not overcome in the nineteen hundred and fifties when Boston was expending an average of only nine million dollars a year for reconstruction, replacement, and repair of facilities while the City Planning Board was urging that two or three times that amount be expended. In twelve years, from nineteen hundred and fifty to nineteen hundred and sixty-two, the city constructed only about three dozen new buildings; an average of one school a year, a total of seven new fire stations, and one incinerator where at least two were needed. The accumulation of overdue street projects carried into the nineteen hundred and sixties had reached an estimated ten million dollars.

The city will have to improve and replace its physical plant sooner or later if it is to remain a viable community. Fortunately, the opportunity is at hand between now and nineteen hundred and seventy-five to accomplish this improvement in concert with redevelopment of the private sector and the rehabilitation of neighborhoods, and to achieve needed economy in so doing.

The significance of this capital improvements program is that its expression has been carefully coordinated with the planning of Boston's Development Program. Its distinctiveness is that it proposes to do a thorough job of public facility renewal in a specific time period — twelve years.

The additional tools and techniques the renewal process affords in constructing public facilities, the fact that renewal funds can be earned by and applied to local capital expenditures — each of these advantages is sufficient reason why Boston must integrate capital spending with the Development Program.

To be effective, a document such as this must examine and define the policies which should govern provision of major public services in the years ahead. It must strive for economy, but recognize a commitment to superior performance of necessary functions.

This twelve-year program is an immense one. Were the city of Boston compelled out of its own limited tax sources to carry out the improvements needed in all public facilities for which it is now held responsible, the task would be too great. The fact is that there are programs which Boston can and should manage and share in financing, but there are also other programs for which other governmental agencies should be responsible.

Boston's first concern is its residential neighborhoods, and priority in capital spending must be given to improving the level of municipal services to the neighborhoods. The city must help its residents halt the growth of blight; it must strengthen the capacity of residential districts to compete with suburban communities. Equally, Boston's downtown areas must be adequately served. Municipal improvements are required to keep pace with and support increasing private investment in business enterprise.

Without this action in the neighborhoods and the downtown areas the city's population and property values will continue to decline. Therefore, capital spending for facilities not primarily oriented to serving downtown and neighborhood needs should be shared with other levels of government, either directly or through substantial financial assistance.

This document is not a plan created in the abstract; it is a realistic program for action. It is not a rigid arbiter of all future choices. Though it outlines intentions for several years into the future, it is meant as a blueprint only for the first year.

Successes, unforeseen delays, and circumstances of the first year may modify the intent of the next season, and this is, therefore, a document for annual revision. But at the same time, this is not an open-end program. Successive programs in nineteen hundred and sixty-four, nineteen hundred and sixty-five, and on will continue to aim for a nineteen hundred and seventy-five completion of the total program.

Between now and the end of nineteen hundred and seventy-five this program calls for completion of one hundred and twenty-five new buildings, plus several additions and expansions of existing facilities. It calls for a thoroughgoing program of renovation and upgrading of that part of the municipal plant which will not be replaced.

For Boston's neighborhoods the biggest element of the program is the proposed construction of sixty-three new schools, ranging from two hundred pupil elementaries to the five thousand five hundred pupil campus for English High School. Ten new branch libraries will complement school programs. Sixteen playfields, twenty community centers, and forty-five playgrounds will provide additional recreational opportunities. Fifteen new fire stations, several additional health centers, and modernization of police facilities will strengthen health, police and fire protection.

For downtown functions twenty-seven million dollars in additional public parking facilities, modernized traffic control systems, an accelerated street reconstruction program, and increased sewer and water lines spending are recommended. And for essential services to both downtown and neighborhoods — and the region — an eleven million dollar expansion program for the central library, a major new courthouse and a detention center, and a second major incinerator are proposed.

Allocations of funds to departments for new undertakings in each year of the program are shown in the table following.

The total estimated expense of this program will be two hundred and eighty-seven million dollars, but by proper use of revenue sources available under existing federal and state laws the charge to city property taxes will be only an estimated eighty-seven million dollars. This sum averaged over the life of the proposed program is proportionately no greater a burden than Boston's capital spending in the past twelve years.

But it must be emphasized that a net cost of eighty-seven million dollars will be possible only if capital spending is closely coordinated with Boston's Redevelopment Program and provided that the city makes effective use of all other available revenue sources. The table following shows how these sums are applied to the program.

	TOTAL	1963
Recommended Program	286.8	45.1
Less:		
Federal Grants	22.7	3.6
State Aid	109.2	17.9
City Share Remaining	154.9	23.6
Less:		
Special Revenue	57.2	9.6
Trust Funds	3.8	.5
Sales of City Property	6.5	3.0
Net Cost to City General Fund	87.4	10.5
Less:		
Net Prior Authorization and Cash Chargeable to General Fund	12.0	8.4
Net New Authorizations — Recommended Against General Fund	75.4	2.1

Program Spending 1963-1975 (in millions of dollars)

DEPARTMENT	Total	1963	1964	1965	1966	1967	1968	1969	1970-75
All Departments	286.8	45.1	37.9	40.7	36.4	35.0	30.1	26.6	35.0
Schools	115.2	16.5	16.9	15.9	16.3	9.6	7.6	13.3	19.1
Parks and Recreation	9.8	.8	2.2	1.7	1.2	1.1	1.5	.7	.6
Library	14.6	.8	2.8	.6	3.	3.5	3.6	.2	
Public Buildings	19.4	3.	2.2	4.5		4.	1.		4.7
Police Department	5.4	1.6	1.7	1.2	.7	.1		.1	
Fire Department	5.3	.7	.7	.7	.7	.7	.4	.7	.7
Welfare	1.5	.5	.3	.1	.6				
Health	2.7	.4	.4	.1	.4	.3	.4	.4	.3
Hospital	5.4	5.4							
Traffic	1.7	.2	.2	.2	.5	.2	.2	.1	.1
Parking Garages	27.1	7.		3.	3.6	6.	6.	1.5	
Public Works	78.7	8.2	10.5	12.7	9.4	9.5	9.4	9.5	9.5

Education

schools

1. OBJECTIVES

A program which will take the children out of ancient and hazardous school buildings and give them attractive surroundings in which to learn; which will construct schools in the crowded neighborhoods and close buildings in depopulated areas; which in the campus high school and the new trade high school will aim at both the brilliant student who deserves the latest, finest equipment for learning and the specialized teaching to go with it, and the culturally deprived student who has to be helped each step of the way through the learning process if he is to stay in school.

The program for schools is the most fundamental part of Boston's public renewal. Without it private renewal cannot succeed. With it elementary and intermediate schools become the center of the neighborhood's recreational, social, and cultural web.

2. MEANS FOR ACHIEVEMENT

Proposals for Boston's public schools made in the Harvard survey of schools are the guide for school construction. This means construction of a new English (campus) High School for five thousand five hundred pupils; a new trade-cooperative school for three thousand pupils; fifty-three elementary schools and eight intermediate schools by nineteen hundred and seventy-five; and an annual two-million-dollar repair program. In addition, the program proposes converting city hall annex to a school headquarters after the new city hall is constructed and provides for a new conveniently located supply building.

libraries

1. OBJECTIVES

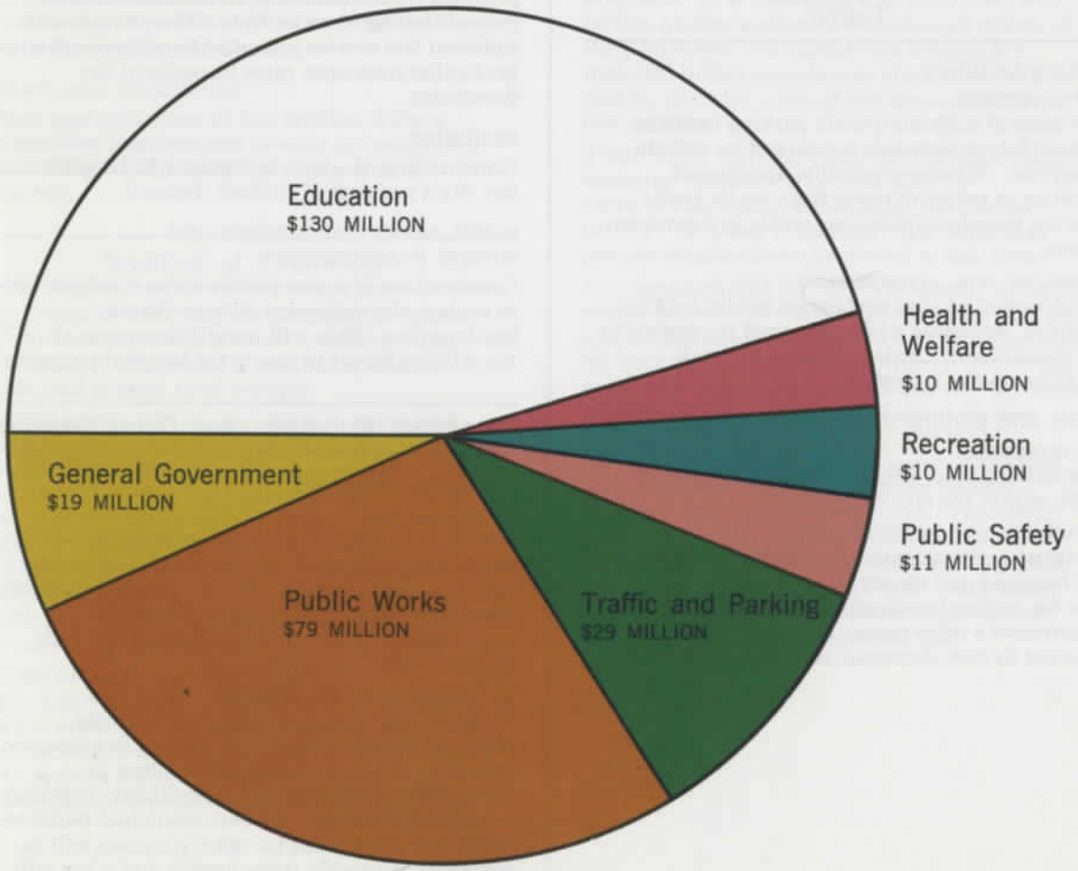
Maintenance of Boston's central library as one of the outstanding central libraries in the nation and the best regional reference center in New England — a tribute to Boston's and Massachusetts' long tradition of cultural attainment. Construction of new neighborhood libraries replacing obsolete facilities and providing enough books on enough subjects available easily on open shelves so that all the people, old or young, can find a text appropriate

to their interests. Coordination of school and library locations where possible to facilitate cooperation in education and community service.

2. MEANS FOR ACHIEVEMENT
The program schedules eleven million dollars in trust funds and city bond issues toward expansion and reorganization of the Central Library's facilities, and it recommends state assistance for this construction. Ten new branch libraries are proposed.

Proposed Undertakings by Program Group

$287 MILLION



Health and Welfare

health department

1. OBJECTIVES
Articulation in city health programs of today's high standards for public health care. This means expanding the number of programs carried out by the health department and broadening health center efforts to include screening, referral, and follow-up techniques.

2. MEANS FOR ACHIEVEMENT
Construction of six new health centers and renovation of four buildings for health purposes.

hospital department

1. OBJECTIVES
Rationalization of hospital care to achieve the best possible treatment and rehabilitation of patients where feasible in the face of mounting operating costs, outmoded physical plants, and declining caseloads.

2. MEANS FOR ACHIEVEMENT
Continued modernization of city hospital is urged, but requests for capital spending beyond nineteen hundred and sixty-three are held in abeyance pending determination as to whether the state medical school will be located in Boston's South End, or whether private medical schools using the hospital will be able to contribute to construction costs. In respect to Long Island Hospital, a comprehensive study of alternative means of care for the chronically ill is recommended, and capital spending is deferred pending results of the study.

welfare department

1. OBJECTIVES
Continued capacity to manage the increasing volume of welfare services without excessive increase in operating costs.

2. MEANS FOR ACHIEVEMENT
Early provision of a new emergency shelter for homeless women and children to replace the "Chardon Street Home," and the use of the present shelter as a training center for welfare workers. Construction of new office space to house expanding casework services: (one) a new building in Jamaica Plain; (two) an extension of the Hancock Street Office. (Three-fourths of the construction cost will be paid by federal funds.)

Recreation

indoor recreation

1. OBJECTIVES
An indoor program providing a wide variety of activity, whether it be crafts, drama, organized sports, or civic meetings, in buildings designed for those programs where people of all ages can enjoy themselves, summer or winter, day or evening.

2. MEANS FOR ACHIEVEMENT
Construction of sixteen buildings and improvement of four existing structures to serve surrounding neighborhoods as community centers. Most of these will be adjacent

intermediate and high schools and also will house school physical fitness and organized sports programs.

outdoor recreation

1. OBJECTIVES

Multi-purpose playgrounds in crowded areas of the city where boys and girls of all ages can pursue a sport, a group game, or an individual interest. Small playgrounds for people who want to sit and for mothers who must occupy their small children the day long.

2. MEANS FOR ACHIEVEMENT

Development of sixteen new playfields and forty-five new playgrounds, all located, wherever possible, adjacent either intermediate or elementary schools, thus providing for joint school and community use. Coordination of city recreation planning with MDC programming.

parks

1. OBJECTIVES

Conservation of Boston's parks and plazas and enhancement of the visual amenity of the city.

2. MEANS FOR ACHIEVEMENT

Stepped up programs of tree planting. Improvements on and additions to the park and plaza system. Coordination of city park planning with MDC programming.

Public Safety

police

1. OBJECTIVES

In keeping with the goals of the Quinn Tamm Report, to provide facilities which are efficient to operate, economical in space-use, located for optimum coverage of the city, and representative of modern high standards of police protection.

2. MEANS FOR ACHIEVEMENT

Consolidation of sixteen police buildings into five district stations; the construction of a major training center and a combined maintenance and property control facility; recommended MDC assumption of harbor patrol duties. A study of the future of the police signal systems including the possibility of leasing new modern communications facilities.

fire

1. OBJECTIVES

Elimination of old fire houses through construction of flexible new stations which offer potential for further consolidation of activities, better working conditions for personnel, and effective use of new equipment yet to come.

2. MEANS FOR ACHIEVEMENT

Construction of fifteen new fire stations, replacing eighteen existing houses. Responsibility for harbor fire protection to be transferred to the Massachusetts Port Authority. Several studies: (one) of the fire alarm function, (two) of the operation of downtown fire service pumping stations, and (three) of the location of fire stations throughout the city.

Traffic

parking facilities

1. OBJECTIVES

Provision of sufficient public parking facilities to meet future demands not served by private enterprise. Wherever possible, location of facilities at points of entry from major traffic arteries, thereby minimizing traffic in downtown streets.

2. MEANS FOR ACHIEVEMENT

Construction of nine new major public parking facilities, including a two thousand car garage in the Government Center and several small facilities on the waterfront.

traffic and parking department

1. OBJECTIVES

Maintaining safe, efficient and smooth flow of traffic within the city of Boston.

2. MEANS FOR ACHIEVEMENT

An interim average annual spending program of one hundred and ninety thousand dollars per year for traffic signalization. Expansion of the department's office space. Study of possibilities inherent in new electronic control developments.

Public Works Department

streets

A five and a half million dollar average annual spending program for new construction, reconstruction, and repair of streets and street lights to provide a system of well-lighted, well-designed, clearly-marked and well-maintained public ways.

sewers

A two million dollar average annual spending program for construction and reconditioning of sewer lines, and a new sewer pumping station in the South End.

water

A two million dollar average annual spending program for construction, reconstruction and reconditioning of water lines. The provision of sufficient fire service potential to minimize fire protection insurance rates throughout the downtown.

sanitation

Construction of a new incinerator to alleviate the city's problem of rubbish disposal.

public works maintenance and storage headquarters

Construction of a new public works headquarters to replace the outmoded Albany Street headquarters. This will permit the re-use of the Albany Street property for hospital purposes.

Municipal Buildings and Court Services

municipal buildings

1. OBJECTIVES

Use of "municipal buildings," wherever possible, exclusively for providing offices for government agencies' field services. The emphasis should be upon the provision of space for those city agencies which are intimately concerned with Boston's neighborhoods.

2. MEANS FOR ACHIEVEMENT

Construction of a municipal services wing adjacent the new Roxbury District Courthouse; provision of a new municipal building in Dorchester; emphasis in the Roslindale building on municipal offices. Several municipal buildings which are not needed for office purposes will be conveyed to specific departments and a few will be abandoned.

jail

1. OBJECTIVES

Provision of modern, economical detention facilities for people awaiting trial.

2. MEANS FOR ACHIEVEMENT

Construction of a new detention center to replace the present Charles Street Jail. Re-use of the valuable Charles Street property for private enterprise purposes.

courthouses

1. OBJECTIVES

The provision of courthouses which will house that range of evaluative, diagnostic, and counseling services needed to reach the cause of criminal behavior as well as to punish the offender.

2. MEANS FOR ACHIEVEMENT

Construction of a new Roxbury District Courthouse; provision of new space for the South Boston District Court.

repairs and remodeling

Three appropriations of four million dollars by nineteen hundred and seventy for repair and remodeling of city buildings retained in this program.

Sources of Financing

The means of financing the proposed program will include state aid, Federal assistance, user fees, sales of city property, available trust funds, and general fund receipts.

Federal grants will be used for new parks and playgrounds, new streets, health centers and hospital improvements, and educational facilities. Included are Federal urban renewal payments (eighteen million dollars), National Defense Education Act funds (eight hundred and fifty thousand dollars), welfare grants (eight hundred thousand dollars), and various health and hospital assistance programs (three million six hundred thousand dollars).

Special revenues are user fees which will be applied to water and sewer division programs and the costs of new parking garages. This sum is comprised of fourteen million dollars in water rates, sixteen million dollars in sewer charges, and twenty-seven million dollars in parking fees.

State assistance is projected for school building construction (twenty-nine million three hundred thousand dollars), urban renewal projects (sixty-six million five hundred thousand dollars), central library construction (three million five hundred thousand dollars), and public ways (nine million eight hundred thousand dollars).

State aid for school construction and renewal projects is paid in twenty equal annual installments beginning essentially at the commencement of the project. Highway grants are allocated in lump sums. Proposed central library construction aid, it is assumed, will be allocated like school and renewal assistance.

Sales of those city properties abandoned in favor of new construction provide a revenue source which can help defray the costs of the programs. It is estimated that such sales will realize income equivalent to assessed values of the properties. No abandoned schools are included in this calculation, since these will be sold to offset the costs of site acquisition for new schools.

Trust funds totalling three million eight hundred thousand dollars will be available for construction of new facilities at the central library. No other trust fund expenditures or private donations are projected at this time.

It is assumed that the city will borrow to finance ninety per cent of the capital spending charges against the municipal treasury. The net charge for debt service against the property tax in the peak year (nineteen hundred and seventy-three) is projected at a maximum of about sixteen million dollars. The increase over the comparable nineteen hundred and sixty-three figure includes about four million dollars resulting from this program, and, in addition, about two million dollars which will be required for debt service on the new City Hall and Municipal Auditorium, both commenced before the start of the nineteen hundred and sixty-three to nineteen hundred and seventy-five program.

It can be pointed out that besides the property tax, other revenues will be available from certain fees and charges of city departments, and distributions of state-collected taxes. If this revenue results in free cash at the close of a year, that cash can be used for capital spending.

The gross debt service for all borrowing which the city must do (and it must borrow the full cost of renewal projects and self-financing projects, of schools, libraries, and then be reimbursed its proper share) will be about twenty-four million dollars at peak year (nineteen hundred and seventy-three), an increase of twelve million dollars over the present total. Since thirty-five per cent of this sum will be secured by the state aids and special revenues, gross debt service is not a fiscal problem for the city treasury.

The city's net debt outstanding in the peak year, nineteen hundred and seventy-one, is estimated at one hundred and ninety-million dollars, but fifty-two per cent of that debt will be liquidated from state aids and special revenues. The remainder, ninety-one million dollars, is less than present city debt. Maximum borrowing in any one year may be about thirty-two million dollars. This borrowing compares with a peak of fifty million dollars in nineteen hundred and fifty-eight and an average of twelve million dollars over the past twelve years. Maximum value of new undertakings proposed for any one year is forty-five million dollars.

In order to achieve an orderly progression of borrowing and to accomplish this borrowing within existing statutory ceilings certain recommendations are made:

a. All city borrowing authorized for school construction should be done outside Chapter forty-four, Section seven (statutory ceiling).
b. Urban redevelopment bonds should be used for all project improvements, except water systems, carried out within renewal areas and not otherwise financed by federal capital grant funds.
c. The legislative ceiling on parking facilities' bond issues should be increased to forty million dollars.

If these recommendations can be followed, it is estimated that outstanding debt under Chapter forty-four, Section seven, will at no time during this program exceed the ceiling of five per cent of taxable property base.

Further Major Proposals

To put in place over the next twelve years the estimated two hundred and eighty-seven million dollars in improvements presents administrative and fiscal management problems for the city. If it is to be accomplished by nineteen hundred and seventy-five, the proposed program will require average capital spending of over twenty-five million dollars per year. This is three times the eight million dollars per year spent the past dozen years. It is important that the city not understimate the strength of the physical effort needed to get this program underway and to keep it moving once it is underway.

At the same time, the city needs to assure itself that it can easily and smoothly manage the necessary borrowing. By minimizing its borrowing during the past three years, and by improving tax assessing and collecting procedures, the city has achieved a lower interest rate despite adverse credit rating. A sharp increase in the annual borrowing pattern from five million dollars a year to over twenty million dollars a year, which the achievement of this program necessitates, will increase interest costs unless the city is extremely skillful in the management of finance. City officials must give careful attention to every technique which can increase the attractiveness of Boston's bonds to investors.

It is recommended, therefore, that the following actions be taken to strengthen the city's administrative and fiscal skills in managing the nineteen hundred and sixty-three to nineteen hundred and seventy-five program:

a. Nationally recognized bond counsel be employed to advise on ways and means of accomplishing proposed borrowing while at the same time raising the city's credit rating.

b. The Mayor apply each year for an amount of federal planning advances equal to five per cent of the estimated construction costs of all *public buildings* to be designed that year.

c. The Mayor and city council appropriate to a general land purchase and design account out of Sumner Tunnel sale receipts the sum of five hundred thousand dollars to be used for doing such building design work for eligible projects in each year as is not supported by federal planning advances, and for purchasing sites for such proposed buildings. An annual appropriation should be made to maintain this account at five hundred thousand dollars.

d. The city employ a qualified city architect whose function shall be to organize and administer the massive construction program and to ensure that a high standard of design is maintained.

Federal planning advances will be repaid in succeeding years from formal authorizations voted by the council for construction of projects designed from advances. This leads to a further recommendation, that:

e. At all times, loan orders for construction of building projects should be requested and approved only after design has been completed.

Among the different possibilities for legislation which bond counsel will want to examine are:

1. An act to provide for deferred principal payments for the first five years on bonds issued for renewal.
2. An act to: (one) permit cities and towns to segregate state school construction and renewal project reimbursements for debt service on school and renewal bonds, and (two) to provide a state guarantee of the amount of school and renewal bonds backed by state reimbursement.
3. An act to permit cities and towns to count as part of assessed valuation for the purposes of determining the debt ceiling under Chapter forty-four, Section seven, all private buildings constructed under Chapter one hundred and twenty-one-A.

Certain specific recommendations are made with reference to additional state responsibilities related to capital improvements. These are for:
a. Early state takeover of the Boston Sanatorium and the House of Correction;
b. eventual state assumption of responsibilities for courts and jails;
c. studies considering the feasibility of state responsibility for several other functions; and
d. legislation doubling the city's authorization for parking garage construction.

In the pages that follow each recommendation is discussed in detail. Each discussion attempts to foresee and answer many questions about the proposed program.

The recommended program is commended to the city as a target to be met, not as a proposal to be filed and forgotten. There will be problems in execution, but with application and cooperation Boston can solve each of them.

Program Spending (in millions of dollars)

DEPARTMENT	FOR RENEWAL AREAS	FOR IMPROVEMENT AREAS	CITY-WIDE	TOTAL
Total Cost	155,363,520	74,644,880	56,750,000	286,758,400
Schools	43,920,000	29,160,500	42,095,000	115,175,500
Parks and Recreation	7,798,500	890,000	1,100,000	9,788,500
Library	12,764,000	1,840,000		14,604,000
Public Buildings	5,750,000	1,650,000	12,000,000	19,400,000
Police Department	2,310,000	1,750,000		5,360,000
Fire Department	3,500,000	3,050,000	25,000	5,275,000
Welfare	1,250,000	267,000		1,517,000
Health	1,600,000	1,100,000		2,700,000
Hospital	5,350,400	50,000		5,400,400
Traffic	233,000	160,000	1,280,000	1,673,000
Parking Garages	27,100,000			27,100,000
Public Works	43,787,620	34,727,380	250,000	78,765,000

Schools

It is recommended that the proposals of the Harvard study of Boston's school buildings be adopted, with minor modifications, as the capital improvements program for the school department. The justifications for the proposal are quoted below from the Harvard study's digest of findings.*

"Basic to the study of the school buildings in Boston has been an intensive analysis of enrollment projections, the conditions of existing schools, the present grade organization, and the impact of urban renewal on individual areas and on the city as a whole."

enrollments

"Public school enrollments in Boston have steadily declined from a peak of one hundred and thirty-seven thousand five hundred in nineteen hundred and thirty-three to a recent low of eighty-nine thousand." But since nineteen hundred and sixty this trend has been reversed, resulting in an increase of fifteen hundred pupils in nineteen hundred and sixty-one and again in the past year. "This increase, because of the changing composition of the city's population, can be expected to continue, resulting in a public school enrollment of ninety-four thousand in nineteen hundred and sixty-five, and one hundred and six thousand in nineteen hundred and seventy."

buildings

"This past decline in school enrollment has enabled the city to abandon some of its oldest and most obsolete schools. It has not complemented this with a vigorous program of new construction. Whereas in nineteen twenty only thirteen per cent of the pupils were housed in buildings over fifty years old, by nineteen hundred and sixty over thirty-four thousand, or thirty-eight per cent of all pupils, were in schools of this vintage. Boston is thus faced both with the need to abandon a substantial number of substandard buildings and simultaneously to provide space for increased enrollments."

"Age is not the only, nor indeed, the most important factor which has been taken into account in the evaluation of the schools. In reaching a judgment as to the suitability of a school, five factors were considered:

a. Educational suitability
b. Age and type of structure
c. Degree of deterioration
d. Location in relation to population patterns
e. Fire safety

"By modern standards many of the older schools in Boston are crowded, ill-heated, dark, odorous, and with cramped sites, as well as below today's standards of fire safety. Programs which include kindergarten, science, industrial arts, music, and physical education, have in many instances been introduced since these schools were built. Most of them are too inflexible to adapt well to such programs. In addition, many of the schools have received insufficient maintenance or modernization."

grade organization

"Boston presently has a mixed pattern of grade organization, including three-year, four-year, and six-year high schools. It is recommended that between now and nineteen hundred and seventy-two, with the exception of the two six-year Latin schools, the entire school system be organized on the basis of four-year senior high schools, three-year intermediate or junior high schools, and five-year plus kindergarten elementary schools. This reorganization could substantially invigorate the senior high school program by consistently placing all the ninth grade in senior high schools, thus allowing all pupils from public and parochial schools to enter high school at the same grade. It would recognize the maturity of the ninth grade pupils and would provide continuity in guidance and elective programs coordinated with those of the last three years."

high school recommendations

It is recommended that a city-wide campus high school, designed initially to house three thousand one hundred pupils, be constructed by nineteen hundred and sixty-five. Subsequently, this campus would be expanded in nineteen hundred and sixty-eight, nineteen hundred and sixty-nine, and nineteen hundred and seventy, to a maximum of five thousand five hundred. "Its program should be comprehensive and diverse, and should include advanced academic, science, business education, music and the performing arts, general education, and work-study programs." The proposition is that the new comprehensive high school buildings be denominated *English High School.*

"It is further recommended that:

The present English High School building, after renovation, become Girls' Latin;

The existing Girls' Latin be made available for Girls' Trade and the School of Business Education;

The latter two buildings be abandoned;

A new Trade School be built for one thousand five hundred pupils in nineteen sixty-seven;

The Cooperative Programs in the present area high schools be centralized and made a part of this vocational unit, bringing the capacity of this building to three thousand, simultaneously releasing space in the area high schools for ninth grade accommodations."

intermediate or junior high school recommendations

The existing junior high buildings represent some of the newest schools in the city and all but one and parts of three others are recommended for continued use. To complete the grade reorganization and to accommodate growth, eight additional intermediate schools and six additions are required.

elementary school recommendations

Between now and nineteen hundred and seventy-five, seventy-one elementary schools are recommended for abandonment. Because of the grade reorganization, these seventy-one schools can be replaced by only fifty-three new schools and eleven additions.

"In the construction of both the elementary and intermediate schools, Boston has a unique opportunity to plan for more than educational centers for children. In the improvement of the social conditions of urban living upon which Boston is embarked through its dynamic urban renewal program, these schools can be made to serve other civic functions and groups. As centers for adult education, for neighborhood organizations, as civic group headquarters, and for teen-age recreation and senior citizen activities, they can help strengthen their role in the community."

"Such schools must be imaginatively planned. Well designed schools and community centers are major weapons against blight and serve as focal points for rebuilding of neighborhoods. Boston has traditionally demanded the best; its schools of eighteen hundred and fifty were of the most advanced design and construction and made of the best materials available in that age. In its new schools Boston must again demand the best and newest in design, construction, and aesthetics. Fortunately, schools so designed and constructed not only enhance their neighborhoods and are less apt to become obsolescent at an early date; they also need cost no more."

* *"Boston Schools — Nineteen Hundred and Sixty-two. A Report on the Schools of Boston," dated May nineteen hundred and sixty-two, pages x-xvii, one to fifty-seven, fifty-eight.*

unit cost estimates

"An estimate of the cost of the recommended program involves a computation of both the cost of constructing and equipping each school and the cost of acquiring land. Since Boston has built very few elementary schools and no junior or senior high schools in recent years, the Massachusetts state-wide experience must be taken as the base for establishing estimates of school construction costs. Table Six shows the state averages of elementary, junior, and senior high school costs for the most recent three-year period. These costs include all charges for construction, equipment, site development and fees. They do not include the cost of land acquisition or interest payments."

"Experience in the State of New York shows that the state averages must be increased by ten per cent for the higher costs of metropolitan areas. Applying this percentage increase to the Massachusetts averages yields costs of one thousand nine hundred and fifty-six dollars per pupil for elementary schools, two thousand four hundred and thirty dollars for junior high schools, and two thousand seven hundred and fifty-seven dollars for senior high schools. The corresponding state averages for New York metropolitan areas are one thousand nine hundred dollars, two thousand five hundred dollars, and two thousand seven hundred dollars. It seems reasonable, therefore, to use two thousand, two thousand five hundred, and two thousand seven hundred and fifty dollars as the unit cost figures for estimating the total cost of the program."

Table 6

Massachusetts Per Pupil School Construction Costs

YEAR	ELEMENTARY	JUNIOR HIGH	SENIOR HIGH
1958-59*	$1,833	$2,692	$2,852
1959-61*	$1,611	$2,050	$2,442
1960-61*	$1,891	$1,886	$2,224
1958-61 Average	$1,778	$2,209	$2,506
110 per cent of Average	$1,956	$2,430	$2,757

comparison of harvard survey and capital improvements program recommendations

Minor modifications have been made as a result of: (a) precise planning of the Washington Park renewal area completed since May of nineteen hundred and sixty-two, which has produced more definitive information about the future population of this particular area than was available at the time of the study; (b) adjustments of study proposals to preliminary design work for several schools already undertaken by the school department during nineteen hundred and sixty-two; (c) the activation of the Mattapan project, which, as suggested in the study, will change the demand for school capacity in that area of the city; (d) indications that future land use in the lower Roxbury area will be largely non-residential.

Specifically, recommended in this program:

A new campus for an expanded, comprehensive English High School of five thousand five hundred students

A new trade high school-cooperative vocational building

Eight new intermediate schools and four additions to existing schools

Fifty-three new elementary schools and eight additions to existing schools

Continuation and expansion of a thoroughgoing rehabilitation program for present school buildings, including conversion of the present English High School building in the Fenway for Girls' Latin School and shifting Girls' Trade and the School of Business Education into respective portions of the present Girls' Latin building in Codman Square.

physical fitness and community recreation

This capital improvements program strongly supports the proposition that adjacent each new intermediate school should be a facility to house the school's organized athletics, physical education program, assemblies, shops, etc., *and* the community center activities of the parks and recreation department.** Discussions among school department representatives, parks and recreation personnel, and the Authority's staff are underway now on the question of developing indoor and outdoor areas for such joint use.

savings through use of renewal

The Harvard Study found that use of the urban renewal process will produce considerable savings to Boston in school site acquisition.

"In the acquiring of school sites, urban renewal makes a major contribution to the economy with which the school plant of Boston may be rebuilt. When schools are located in urban renewal project areas, the School Department is able to purchase land for a school building at a substantial saving. The cost of the land, known as the 'write-down' cost, is determined by the value of the land after demolition and clearance by the Redevelopment Authority. The savings will of course vary from place to place in the city depending both on the initial cost of the land and buildings as they stand in the open market, and the final determination of the value of the land after clearance by the Authority . . . Not only will there be a savings in terms of write-down costs but in renewal areas state aid for urban renewal will cover one-half of the final local cost. Moreover, in these same areas, land which is used for playgrounds will be paid for entirely by the Federal government, thus costing the municipality nothing for such outdoor recreation facilities . . ."

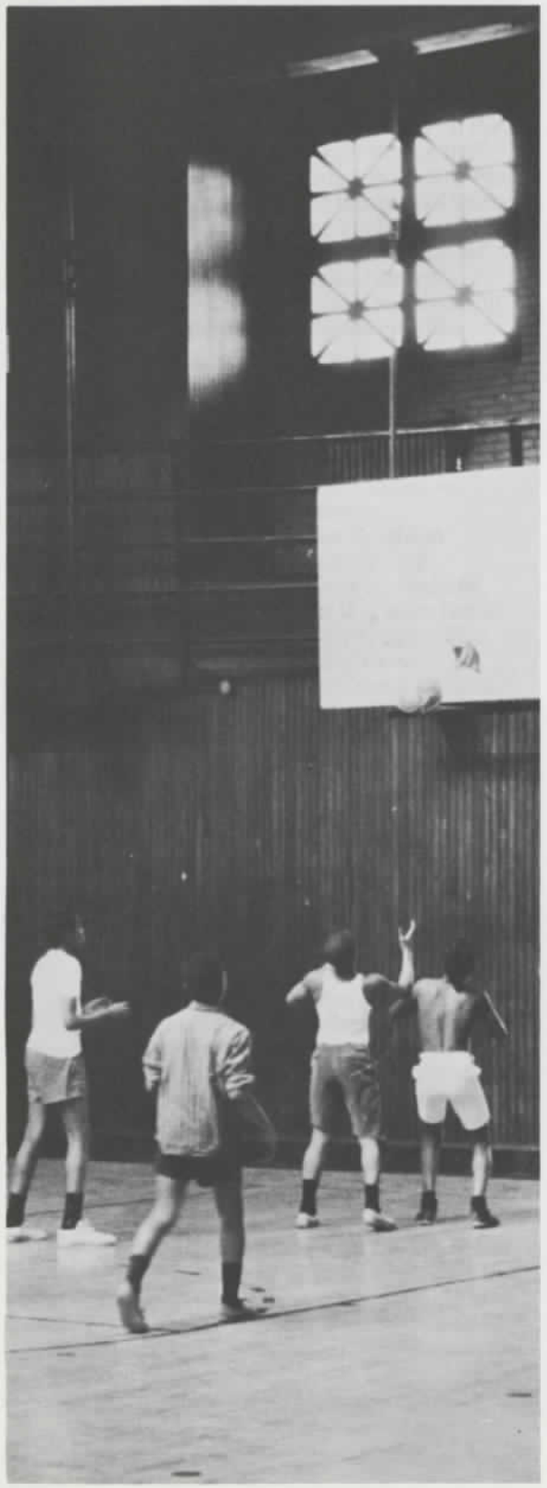
"The School Department may be able to receive upwards of three million seven hundred and fifty thousand dollars for the fifty-three schools which will be abandoned in renewal areas when the new schools are built. It is further estimated that the School Department will collect another two hundred and fifty thousand dollars for the sale of school properties outside renewal areas. Thus, up to four million dollars will be available from the sale of school properties to offset land costs . . ."

"It seems reasonably possible that the power to appropriate provided the School Department by Chapter one hundred and seventeen of the Acts of nineteen hundred and forty-nine for land and new buildings may be sufficient to cover the necessary annual land purchases. This appropriation of fifty cents per thousand of assessed valuation amounts at present to seven hundred and fifty thousand dollars per year, and it is recommended that this amount be available to the School Department each year for the acquisition of the necessary land."

* *Corrected for construction cost increases by "Engineering News Record Construction Index."*

** *See page 25 for a full discussion of joint-use facilities.*

Recreation Center
Vine Street Municipal Building, Roxbury



Site Acquisition Cost Calculation

1. For Building Sites Acquisition and Demolition	$15,576,000	
Less: Federal Grant	(11,348,800)	
Less: State U.R. Aid	(770,100)	
Net		$3,457,100
2. For Playgrounds Acquisition and Demolition	19,738,000	
Less: Federal Grant	(16,215,000)	
Net		$3,523,000
3. Land Cost Total		6,980,000
Less: Sale of School Buildings		(4,000,000)
Net Cost to Boston, Site Acquisition		$2,980,100

Savings of this magnitude require that the closest collaboration must obtain between the school department and the Boston Redevelopment Authority, in carrying out renewal projects and school construction.

in summary, therefore

"Boston, like almost every other older American city has a school plant which, particularly in its older neighborhoods, is over-aged, worn out, and outmoded. For too many years in the recent past Boston has built too few public schools."

"Boston has long cherished public education. In eighteen hundred and forty-eight Horace Mann said that 'in schoolhouses Massachusetts might well be called a model for the world.' * But maintaining a leading position requires constant evaluation and re-evaluation and action for improvement. Boston cannot afford to maintain a school plant that is not in every way capable of providing a safe, healthy environment which in every way is capable of providing the best type of education program for the children and youth of the community."

"Perhaps there is no better way of conveying the City's intent to improve neighborhoods than to express this in terms of its concern for the children and youth of the city. The school building uniquely bespeaks this concern. Moreover, it can provide not only an attractive physical environment for children but it can also make available spaces for community programs for adults, civic organizations, and social groups. Well designed schools on adequate sites, which are centers of community activity, may go far in arresting blight and in improving neighborhoods where residents must establish new confidence in their community."

Two other recommendations are included to improve school administration working conditions. In nineteen hundred and sixty-three, funds are allocated for the purchase and remodeling of a new building for the School Department supply room and the school building department. It is estimated that a total of six hundred and fifty thousand dollars to be used for this purpose will be received from the sale of the old supply room on Brookline Avenue and the sale of the old Washington School on Norman Street in the Government Center to the Redevelopment Authority. There will be no net cost to the city.

In nineteen hundred and sixty-six, funds are scheduled for the renovation of the old city hall and annex which will be vacated on the completion of the new city hall. The school department and school buildings department can then move into new central offices. The school department will be able to consolidate its several scattered administrative offices in one place. Space would be available for rental to related governmental and private agencies concerned with education. The sale of the School Committee offices at fifteen Beacon Street and their return to the tax rolls will help to offset the cost of this project.

Library Department

branch libraries

The proposed library department program is drawn largely from a comprehensive study done by the city planning board and library department in nineteen hundred and fifty-five, which was based on standards set by the American Library Association. Some progress has been made in seven years in construction of new libraries. Two branches have been built and construction been started for the North End library with ground-breaking in April nineteen hundred and sixty-three. Five small branch libraries have been closed and inadequate space vacated in two municipal buildings and one leased facility.

* *Henry Barnard, "School Architecture," Derby and Company, Cincinnati, Ohio, eighteen hundred and fifty-five.*

Interior of a Modern Library, South End Branch

Today there are three branch libraries operating out of cramped, rented quarters difficult of access and control. Five more are in municipal buildings, one of which is damp, and drafty, and dates from eighteen hundred and seventy-five, and where quarters are an improvisation on three separate floors. The children's section at the Uphams Corner branch is located in a converted swimming pool, with resultant hazards to books and children. In Mt. Pleasant the library is beneath the gymnasium, with resultant noise and vibrations incompatible with library activities. The South End library is located in the basement of the J. J. Williams building.

Two branches located in their own buildings date from eighteen hundred and seventy-one and eighteen hundred and seventy-five, respectively. These structures are increasingly costly to maintain and definitely do not offer modern library services. Lighting is poor; space for books, inadequate; auxiliary spaces, underused or non-existent. The Brighton branch is structurally deteriorating and over forty-three thousand dollars immediate expenditure would be required if it were not to be replaced within the very near future. The Lower Mills branch, once a jail, is also deteriorating to a lesser extent. None of these buildings can be described as having functional, efficient, attractive interiors or adequate work and storage areas. Many of them are in locations no longer in the stream of normal community activity. Due to their locations and unattractiveness, the cost of circulating books from them is appreciably higher than in other better-utilized, better-designed branches.

The ideal, well-designed branch library should be a one-story structure on a well-traveled street, with an inviting exterior, and comfortable, attractive, and uncluttered interior so arranged that control and check-out may be maintained with minimum supervisory personnel. Adequate parking for staff should be provided. There should be a minimum of steps, maximum shelf area, good natural and artificial light, a flexible interior including reading lounge, and all purpose space for lectures, discussion groups, audio-visual programs, and exhibits. Space and facilities for working with community groups, young adults and students are highly desirable. Libraries are essential focal points for education; they must be attractive to reach people. Where feasible they should be located near schools for ease in educational cooperation between the two and mutual reinforcement.

Such a library plant will effectively reduce overall operating and maintenance costs. One-story construction requires, generally, less staff to control than does two or three story. Heating and upkeep are easier and cheaper with no waste space, such as high ceilings, drafty corridors and staircases. As mentioned above, the cost of circulating a book should be appreciably reduced by increasing the utilization and attractiveness of the libraries.

In the nineteen hundred and sixty-three to nineteen hundred and seventy-five program ten new branch libraries and the expansion of the Charlestown branch have been proposed. Six of these are in designated renewal areas. The present number of branches will be retained. While in Roxbury three branches at Mt. Pleasant, Technical High School, and Mt. Bowdoin will be replaced by two, Dudley Square and Grove Hall, a new branch will be opened in the West End, where an existing library had to be closed recently.

central library

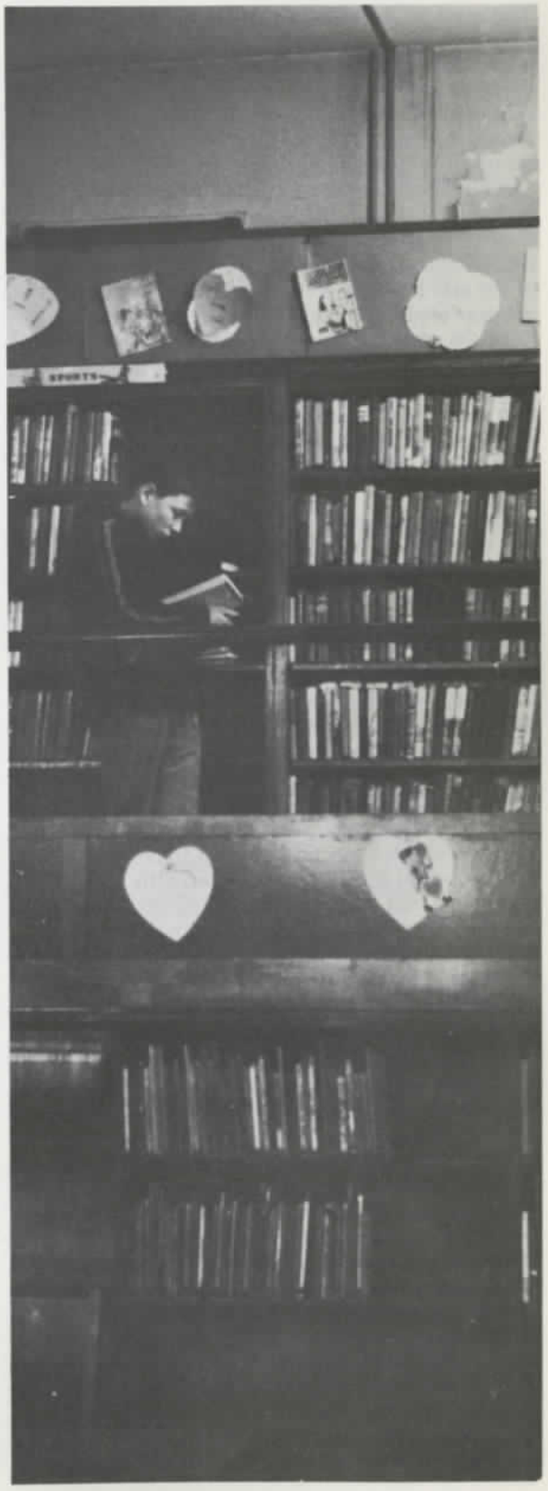
The major expense of the library department's program will be the expansion of the central library at Copley Square.

This monumental structure is one of Boston's and the world's great architectural treasures; unfortunately it has not been adequate as a library, and some of the present space is unusable or cannot be converted without damaging the aesthetic quality of the building. The library has been described as "an Italian palace . . . with a library fitted into it, but with such loveliness of proportion and detail that its defects as a functional plan are overlooked."

In addition to a threefold increase of book stock since eighteen hundred and ninety-five — well over five hundred thousand volumes since nineteen hundred and seventeen when the annex was built — many new functions and services have been added. Departments have gained new functions. New departments have been added. Thus, there is less effective shelf space available now than in eighteen hundred and ninety-five, despite the nineteen hundred and seventeen annex, and two hundred thousand books are stored in the New England Deposit Library in Allston where they are not immediately available to researchers or other readers.

The library serves not only Boston and its metropolitan area, but eastern Massachusetts as a reference and research center; indeed, much of New England outside the orbit of Metropolitan New York. It is "free to all" under act of the General Court when the present site was donated by the Commonwealth. By far the most significant need for improvement and expansion lies in the reference and research operation.

Children's Section,
Upham's Corner Branch Library



The need for new space was apparent as early as the nineteen hundred and thirties, but due to the large sum of money required, expansion has been deferred and deferred and deferred. Thanks to the generosity of two public spirited citizens, the library has available three million eight hundred thousand dollars in trust funds to apply to the cost of expansion; five hundred thousand dollars has already been encumbered from donors' bequests to acquire a site immediately behind the present building. Buildings on half of the site have been razed, and the remainder are expected to be demolished in nineteen hundred and sixty-four. Seven million dollars or about sixty per cent of the cost remains to be financed from public funds. It is proposed that this money not be utilized until after nineteen hundred and sixty-six, because the initial costs of design and construction can be met out of the trust funds.

A renewed Boston needs an enlarged, beautiful, and efficient central library to protect the heritage Boston has in the main building and in its reputation as a cultural center. Even the present restricted service cannot long be retained without sacrifices of the present building's charm. Certainly the regional reference function, now about to be formalized under the recently enacted state program, cannot be effective in serving the eastern Massachusetts region unless more space is provided. Because of the limits to Boston's resources and the large call upon these resources for services such as schools, which must be provided to her residents, it is proposed that the Commonwealth reimburse half the city's cost of construction. Surveys have shown that approximately fifty per cent of all users of the central library do not reside in Boston. For the reference and research collections this figure is far higher since Boston residents are weighted by Back Bay citizens using the home reading collection or the current newspaper files. On another basis, nearly fifty per cent of all users are students at some level.

In its position in the heart of Back Bay, along the edge of the Turnpike extension and facing the Prudential Center, the library and its addition must assuredly be a focus of the New Boston and a constant reminder that her great tradition and present position in the world of education, medicine, and research is based on books. Construction of this building should be substantially completed by nineteen hundred and sixty-eight when a national meeting of the American Library Association will be held in Boston. The meeting will be a proper time to honor the city's traditions, and the new building, a proper means of such honor.

"The Stacks," Central Library

Hospitals

tuberculosis sanatorium

Chapter six hundred and eight, Acts of ninteen hundred and sixty-one, made the state responsible for tuberculosis programs. This law's provision that the public health commissioner may acquire city and county sanatoria has not been utilized as yet, and the city of Boston is still operating its sanatorium as a contract institution to the state. The term of the contract is short, and the question of ultimate ownership of the sanatorium is still undecided as of this time. Since this book went to press, the contract has been signed.

Action should be taken to ensure that the state will take over the sanatorium. In the long run clear state responsibility for operation of sanatoria will be most beneficial for patients. It is expected, in fact, that this action will come about by nineteen hundred and sixty-five. Therefore, no capital improvements are programmed for the sanatorium.

long island hospital

1. THE PROBLEM

Some basic questions must be answered about the future role of Long Island Hospital. Its annual operating budget runs about two million five hundred thousand dollars for an average daily patient census of around nine hundred. This patient count has been decreasing steadily over recent years and is down nearly twenty per cent from nineteen hundred and fifty. The physical condition of the plant has long been recognized as unsatisfactory in many respects, and since nineteen hundred and fifty-four the institution has sought unsuccessfully to utilize a five million seven hundred thousand dollar loan authorization to construct a new hospital building. The hospital administration's proposals for nineteen hundred and sixty-three to nineteen hundred and seventy-five incorporate a minimum six million three hundred thousand dollars for new facilities.

The question these facts raise is whether six million three hundred thousand dollars in city expenditures will secure for the people at Long Island those levels of treatment, care and rehabilitation, which they require. Is a local hospital the appropriate method by which high quality service can be provided to the chronically ill and infirm? In long-range planning for the welfare of Long Island's people, the first effort before investing in new facilities has to be a review of alternative programs of care and rehabilitation.

2. RECOMMENDED STUDY

It is recommended, therefore, that in nineteen hundred and sixty-three, the city apply for a federal grant of fifty thousand dollars for a comprehensive study of the needs of Long Island's patients and the alternative means of meeting these needs. This study should consider such questions as:

a. The desirability of state assumption of responsibility for care, treatment, and rehabilitation of the chronically ill and infirm.

b. The possibility of establishment of state clinics for the alcoholics and the scope of City Hospital's proposed alcoholics' treatment and reception center.

c. More effective means of home care and neighborhood health center services to the chronically ill and infirm.

d. The place of voluntary and proprietary nursing homes in treatment and care programs.

e. The future utilization of the physical plant at Long Island for hospital or other purposes, and the possible use of the island for recreational purposes.

3. STATE RESPONSIBILITY FOR CHRONICALLY ILL AND INFIRM

In nineteen hundred and fifty-nine the Cresap, McCormick, and Paget report on the role of the hospital department suggested eventual state assumption of these functions. The state now has in Tewksbury and in Shattuck hospitals institutions which are caring for chronic disease patients. As a result of consolidation of tuberculosis institutions under the terms of Chapter six hundred and eight, twelve former hospitals will be freed for uses such as chronic disease institutions, and local governments will be expected to maintain these facilities for their own citizens. Thus, the Commonwealth seems to be perpetuating in chronic disease infirmaries what it sought to overcome by taking full responsibility for tuberculosis institutions — that is, division of responsibilty between state and local government in hospital care. In any event, with the increasing tendency for chronic infirmary patients to be domiciled in the core cities, the financial burden to cities like Boston will become increasingly heavy. Without a shift of responsibility to the state, or equivalent state aid, the city's ability to provide adequate care will be severely limited.

4. HOMELESS ALCOHOLICS

Of the present residents on Long Island, a large group are not stirctly patients at the Hospital but homeless men in need of treatment for an alcoholic condition. This group of chronic alcoholics is a special situation in itself. The first resort for this group ought to be strong local out-patient clinics and care at home. When this fails, then a specialized institution is necessary. The Governor's Committee on Jails and Houses of Correction, in its June nineteen hundred and sixty-two report, pointed out that there should be state operated clinics for the care and treatment of alcoholics. The proposed alcoholics' reception and treatment center at City Hospital, financed by federal funds, is a partial response to this problem.*

It is increasingly recognized that alcoholism has elements of both physical and mental disease. Preventive clinics, strong specialized services, halfway houses in a neighborhood setting may be more productive in rehabilitation than an isolated institution can be.

5. HOME CARE, HEALTH CENTERS, NURSING HOMES

The care of chronically ill and infirm often is best accomplished at home. Where home service is not feasible, custodial care in nursing homes is the second choice. Public institutions are the final resort.

The city should make a strong effort in its health centers and through trained field workers to first prevent chronic illness and second, to treat it in the home. To this end the capital improvements program proposed an expansion of health centers and health department functions. A greater effort in prevention and in home care will, it is believed, reduce some of the pressure on institutions.

For those who need institutionalized care the first resource is private nursing homes. A nineteen hundred and sixty-one National Housing Act amendment has underlined federal interest in construction of nursing homes; this amendment provides FHA mortgage insurance on up to ninety per cent of the cost of such facilities. State standards have been tightened; state supervision should improve as a result of the recent study of nursing home conditions. More people each year will be covered under prolonged illness insurance plans, permitting payment for nursing home care. Thus, better utilization should relieve the pressures on institutions.

6. FUTURE OF LONG ISLAND

If the recommended study should determine that another location is more appropriate than Long Island for such a hospital, it should then consider the potential of the island for recreational purposes. In any event the abandoned federal fort area at the tip of the island beyond the hospital should be so studied.

7. CAPITAL SPENDING RECOMMENDATIONS

Pending completion of these studies, capital spending at Long Island should be held in abeyance. The program requested by the hospital trustees is shown for information in the event study findings are that the hospital shall be continued. It is considered highly probable that sums necessary to construct a new plant will be substantially greater than the six million three hundred thousand dollars requested.

8. CHURCH STREET ADMISSIONS OFFICE

One unnecessary relic from the days before the building of the viaduct, when ferries still plied back and forth to Long Island, and the City Hospital was an independent entity, is the Admissions Office at twenty-five Church Street in Bay Village, near Park Square. This office, housed in an ancient structure built for one of the old chemical wagons of the horsedrawn Fire Department, is no longer even central to the population groups it serves. It is proposed to abandon this building and transfer any justifiable function it serves to City Hospital.

city hospital

1. CURRENT OBJECTIVES

Since it first opened its doors nearly one hundred years ago, Boston City Hospital has achieved a significant national reputation for service. In the course of meeting the eighteen hundred and fifty-eight charter obligations that it afford care to the poor and unfortunate of the city, the hospital has established strong teaching and research relationships with the three major medical schools of Boston; it has developed its own school of nursing; it has provided facilities for care of patients able to pay.

But in recent decades the hospital's role as a city-wide patient care center has diminished. There has been a steady decline in the average daily census of patients. In the ten years nineteen hundred and fifty-two to nineteen hundred and sixty-two, the census fell from nearly one thousand nine hundred to nine hundred, over fifty per cent. With an annual budget of fourteen million five hundred thousand dollars, the hospital spends well over fifteen thousand dollars for each patient-year of care, or over forty-two dollars per day.

Most of the patients come from the immediate neighborhood of the hospital: South End, Roxbury, and North Dorchester. The hospital encourages admission of people who can pay for their care, but self-supporting patients in Boston can choose from among the wide range of private facilities available in the area, and the vast majority choose not to go to City Hospital.

This situation is not likely to change. As hospitalization insurance coverage broadens, and as public assistance broadens, more and more people can be expected to select private hospital care.

According to officials of the State Department of Public Health, the city of Boston has within its confines a sufficient number of voluntary and proprietary hospital beds in other institutions to carry the present patient-care load of the city. In fact, the city is at the bottom of the priority list for federal grants for routine patient-care facilities.

In short, so far as routine patient care is concerned, the hospital will continue as a neighborhood hospital to its area.

Research and training programs are the means of attracting and holding staff, and these programs make it possible for the institution to be a top quality neighborhood hospital.

Officials of City Hospital have recognized this situation in their capital spending proposals. They aim to strengthen research and training facilities and every effort must be made to assist them in this goal.

2. HOSPITAL NEEDS

The major obstacle to strong research and training programs and to efficient, economical patient care is the obsolescent state of much of the hospital's physical plant. It has been apparent for some time that the city's limited fiscal resources do not permit an annual capital spending budget which will overcome this condition. The hospital staff has felt compelled to ask for only a five million dollar remodeling authorization, when it needs at least twice this. The financial squeeze has, in fact, inspired a recent attempt in the General Court to authorize a lottery to raise funds for the hospital. Neither city officials nor the Redevelopment Authority consider such a means to be a desirable or responsible solution.

* See page 19

In nineteen hundred and fifty-five the City Planning Board recommended expenditure of three million dollars for maintenance and repairs and the General Court allocated two million six hundred thousand dollars of a nineteen hundred and fifty-five extraordinary repair authorization for the hospital. In nineteen hundred and fifty-seven a major survey of building needs was prepared by Shepley, Bulfinch, Richardson, and Abbott and a long-range program drawn up. Also in nineteen hundred and fifty-seven a bond authorization of one million nine hundred and fifty thousand dollars was earmarked for construction of a new service and stores building.

In nineteen hundred and fifty-eight the City Planning Board urged two million dollars in extraordinary repair loans to complete the necessary repair program, including full conversion of the electrical system from DC to AC; the General Court in nineteen hundred and fifty-eight authorized the expenditure of three million dollars: two-thirds from Sumner Tunnel receipts and one million dollars from an extraordinary repair loan.

The nineteen hundred and fifty-nine Cresap, McCormick and Paget study endorsed the Shepley, Bulfinch description of physical conditions at City Hospital. Its facilities were found to be outmoded, patient care was described as hindered by inefficient laboratory space, auxiliary service areas, and hazardous passageways. Research was strained by makeshift, cramped quarters. Nurses had no training space. The report found over two-thirds of the bed spaces to be below acceptable standards; they were crowded into rooms, aisles, corridors, and solaria without sufficient floor space; there were too many per nursing unit. Rooms were poorly arranged; nursing stations were found deficient in space; facilities lacked privacy. Utility rooms were antiquated; medicine closets too small; treatment rooms, office space, and nurses' rest rooms, rare, or lacking altogether.

Parallel problems were found in administrative space, with only one-half of the functions able to fit into the administrative building and the rest scattered in nooks and crannies throughout the plant. Auxiliary functions, including X-ray, sterile supply, and Blood Bank were similarly fragmented.

Of the nineteen buildings on the main hospital grounds, six were in such disrepair, and of such age — being Type IV, non-fire-resistant construction — that they were recommended for immediate replacement. All four separate nurses' homes were found inadequate, unattractive and ancient, not assets to recruitment of the permanent and student nursing staff so desperately needed.

Since nineteen hundred and sixty over two million dollars in construction work has been put underway. The hospital has hired a deputy superintendent for construction; it is aggressively seeking federal grants and private donations for facilities. It has, now, a long-range program for improvement.

Hospital officials' requests in nineteen hundred and sixty-three totalled forty-five million dollars for new facilities over the next twelve years. These projects are listed in Table I and are based on long-range planning efforts developed out of the earlier surveys, studies and public acknowledgment of the hospital's condition. These projects are basic to training nurses and doctors, for research, treatment of alcoholism and other urgent needs. They must be accomplished if Boston is successfully to conserve its basic investment in skilled and dedicated staff and tradition built up over the years.

3. PROPOSED IMPROVEMENTS: NINETEEN HUNDRED AND SIXTY-THREE

a. Alcoholic Study Center

Perhaps the most significant project recommended is the alcoholic study center. This new project will be located in excess space in the south department. It will be constructed from federal funds and will be a center for research into the problems of alcoholics. This center will marshal psychiatric, biochemical, nutritional and other experts, knowledge and resources for an all-out attack on this grave problem. The limited number of patients to be cared for, studied and given special treatment, would, secondarily, relieve other hospital wards and overall costs since care and administration of these people would be met from the federal grant. But, the prime importance of the project is its research orientation. Boston, with its host of medical specialists and technicians, is uniquely able to undertake this kind of research.

b. Alcoholic Reception Center

The hospital's capital improvements program also schedules design funds in nineteen hundred and sixty-three for a project related to the alcoholic study center — a reception building for treating alcoholics. The reception building, although not strictly a hospital program, should be intimately connected with the study center and be located near it. The study center staff would be appropriately engaged in part in programming and advising in the design for this, and it would be intimately connected with the Long Island study and design work on the new detention home. It is hoped that this center can be fully supported by federal funds.

The reception center can house some of those men and women who are now being sentenced to Charles Street Jail for offenses related to drinking. It can house some of those now in "Skid Row." Part of the renewal of the South End and of Boston has to be an attempt to renew and rehabilitate the problem drinker, and the reception center will be part of a comprehensive community-wide medical-social approach applied to the problem.

Not only do the alcoholics make up a significant portion of the patient load at Long Island Hospital, but arrests for drunkenness and allied offenses constitute over sixty per cent of the yearly arrests by the police and are a heavy burden on the court system and on corrective facilities. Any rehabilitation success at all will more than repay its cost in relieving other municipal expense, not counting the value of the alcoholic's return to productive life.

The reception center, as envisaged, will centralize all agency programs concerned: police, medical treatment, probation officers, social welfare groups, perhaps court and correctional facilities desired.

The center should contain police booking facilities, temporary detention space, interview, consultation and administrative office space for all agencies concerned. It can have examination, emergency, and drying-out wards connected with the study center, an outpatient clinic — to which court referrals, as well as voluntary patients could be admitted — and, if desired, space for a special justice session of the Boston Municipal Court.

c. Other Nineteen Hundred and Sixty-Three Projects

Allocations are recommended for expansion and alteration of the Thorndike Laboratories, most of the work to be done out of federal grants. Additions and alterations to the Administration Building are recommended. New floors for Mallory Pathology, Medical, and Children's Buildings to accommodate necessary modern research laboratories and facilities are recommended. This work will be supported to an extent from federal grants. Expansion of the central sterile supply is necessary to complete the consolidation of these scattered facilities. The expansion of the heart station will better accommodate the heavy patient load and improve diagnostic facilities. For all of these projects design is well advanced and city money is available in existing authorizations.

A new project for nineteen hundred and sixty-three is the enclosure of pedestrian walkways and bridges above ground to make them all-weather facilities and relieve the congestion of the tuunel system which has been serving staff nurses, patients, visitors, employees, service traffic carts, dollies, wagons and trucks, as well as its maze of piping and electrical conduits. Finally, conversion of DC to AC will be continued.

4. POST-NINETEEN HUNDRED AND SIXTY-THREE REQUESTS

a. New Hospital

A major new hospital building has been proposed at City Hospital. This building would alleviate the overcrowding of areas, staff and research areas; it would eliminate most of the inefficient, over-extended pavilion system of today with its century old wards. The relationship of Long Island Hospital to City Hospital as determined by the program study may affect the design of a new hospital building.

Three patient-care buildings are to be retained: Dowling, Children's, and Maternity. All will be modernized.

b. Nurses' Home

A new nurses' home and teaching center is proposed to replace four old buildings and free a site for the new hospital. Space for the nurses' center and a central service and supply center would be provided across Albany Street on the location of the present public works headquarters' yards.* This is the location proposed for the service building by Shepley, Bulfinch. A careful design and good buffering from the expressway will be required for the nurses' home, but can be executed on the site. The first important point is that quarters be close to the hospital. The second important point is that no private property in the area be taken for new hospital construction. Worcester Square, for example, should not be threatened by hospital expansion because it has too much to offer in private housing.

c. Others

In the future other vital adjuncts to the hospital modernization are needed. The bottom floors of the Mallory Pathology Building should be modernized and more efficiently organized. A new floor would be added on top the present cafeteria building to contain a modern, cheerful and pleasant cafeteria and convenient pharmacy. A new central X-ray department would be set up in the former cafeteria spaces and the blood bank relocated into the basement of the Dowling Building. The present stores and supply space would be converted for a central personnel locker, a lounge, and a controlled entrance point.

5. FINANCING HOSPITAL SPENDING

The budgeting of forty-five million dollars, even though one-third can be contributed from federal sources, poses an extreme financial burden for the city, especially taken in conjunction with its many other urgent neighborhood needs, such as vital school construction, adequate police and fire protection, sufficient recreation space, and new libraries. As recently as nineteen hundred and fifty-nine when the Cresap, McCormick and Paget report was compiled, city officials considered it absolutely out of the question to finance such a building program as proposed.

Considering the pressing needs for neighborhood and downtown expenditures to keep Boston healthy as a community, it is not unreasonable for the city to maintain that its resources are not such that it can also afford heavy investment in research and training even though such facilities are increasingly necessary to first rate neighborhood hospitals. If the sums involved were smaller, then perhaps the city could take the expenditure in its stride.

This report assumes that City Hospital must continue to exist, to perform adequately, and that, therefore, research and training must be improved. The question must be raised, then, as to what alternatives exist to ensure the achievement of this goal.

One is the suggestion that the Commonwealth should take over the hospital, not only in respect to capital outlays but also the operating expenses. As justification, it can be said, as described elsewhere, that particularly under present state aid to municipalities, Boston cannot afford an adequate level of services, including health and welfare, to a population having higher percentages of lower income, indigent and aged people than other communities in general. Increasingly, there is a tendency for such people to live in the inner city and for higher income people and families to migrate to the suburbs. This is a national trend occurring on an accelerated basis since nineteen hundred and forty-five. An effective urban renewal program offers hope for the first time that there can be a reversal of this trend. However, urban renewal cannot do the job alone.

This proposal of state assumption of these responsibilities is one which deserves the most serious consideration; it is unlikely, unfortunately, that it will receive it.

Another more practical alternative to put forward at this time is affiliation of the proposed state medical school and Boston City Hospital.

6. STATE MEDICAL SCHOOL AFFILIATION

Recent state legislation creating a state medical school under the University of Massachusetts may be very timely. It is recognized that a top-flight medical school must be affiliated with a large general hospital offering a wide range of patient cases for training. Interaction with other medical institutions and ability to make use of the part-time services of outstanding doctors and researchers as teaching staff is also essential. The medical school will have to utilize existing municipal hospital resources for training students in order to minimize costs.

Location of this new medical school in Boston's South End near the hospital would have many advantages for the state. Boston City Hospital could be an ideal affiliate for the school; it has long experience in cooperating with medical schools through its history of serving Tufts, Harvard and Boston University. It is also the center of the largest concentrations of population in the commonwealth from which a considerable proportion of student body will come.

Further fiscal advantages can be offered the state through the operation of Boston's renewal program, which in the South End is well advanced. A well located and convenient site can be provided, cleared at no cost to the state and conveyed to the school at a substantially reduced cost. The surroundings can be controlled and rendered amenable according to the desires of the school and this will be most difficult in other cities.

Location of such a school in more rural areas, far from concentrations of prospective students who could not then hope to live at home, far from concentrations of prospective patients, where new hospitals must be created; locations in other cities, out of the way of major medical concentrations in which Boston is unequalled, where land must be acquired at great cost and trouble near other cities' municipal or private hospitals, very likely in a blighted section which will only be improved, if at all, after a delay of some years; all these obstacles would be eliminated if the school were located in the South End.

Boston City Hospital offers the state the best institution for medical training. It is still a thriving institution with a diverse caseload; it has a capable administrative staff, a program for rational improvement of services and teaching and research facilities, and has had vital relations with three medical schools of outstanding reputation. It runs its own nursing school and renders essential training services in nursing.

* *See page 41*

These assets should weigh heavily in the selection of City Hospital as the main training resource for the state medical school.

Therefore, it is urged that the Board of Trustees of the University of Massachusetts and the Dean of the Medical School consider it as a teaching resource for the new medical school.

If there were to be such an affiliation of these institutions, it would be reasonable to expect the commonwealth to participate in a major fashion in the City Hospital's capital spending.

If the state medical school were to decide not to locate in the South End, and to affiliate with medical institutions elsewhere in Boston, further questions ought to be raised about the possibility of City Hospital's program duplicating that of the state's, especially in research and training.

Finally, if the state medical school were to locate elsewhere than in the city of Boston, the direct beneficiaries of City Hospital's research and training programs would be the three medical schools presently affiliated with it — private institutions. In that event, an approach should be made to these institutions for partial support of City Hospital.

Boston must have, before this vast capital improvements program is scheduled, assurance of positive financial assistance from one source or another.

Health Department

current condition

The City of Boston has for many years operated a system of neighborhood health units, constructed for the most part from income of the George Robert White Fund. When the system was inaugurated, it was expected these units would be neighborhood service centers housing both city and private social service agencies. Thus, people in the neighborhood would have a single reference center to which to go for help.

This concept is still vital today with respect to health services. The welfare department has had to withdraw from its previous association in the centers because of a vast increase in its case work. Currently the services the health department offers vary from unit to unit. Generally, however, well-baby clinics, dental clinics, immunization facilities, eye and ear clinics, public health and visiting nurse service, and environmental and sanitation inspection are the programs provided in the centers. Some of these are available on a limited-time basis only; some are provided in places other than health centers — housing projects; courthouses; municipal buildings.

Physically, most of the various health units are in good condition. However, elevators in all units are considered unsafe. Several roofs leak and the deterioration of flashing, copings, skylights and ventilation shafts has led to damaged ceilings, walls and floors. Most of these defects can and will be corrected with funds available under the nineteen hundred and sixty-one extraordinary repair loan.

proposed improvements

Six new buildings, the conversions of four, and retention of five units are proposed in the nineteen hundred and sixty-three to nineteen hundred and seventy-five program. This will produce a system of fifteen neighborhood centers well-located and eqiupped to render modern, effective health service to all citizens in Boston.

It is recommended that the Savin Street unit be replaced. It is a shabby structure, poorly designed, not well-located; remodeling would be uneconomical. Replacement of this building has first priority in the proposed program and has been incorporated within the Washington Park renewal plan. The new unit will have a location on the corner of Townsend and Warren Streets adjacent the private James J. Putnam Children's Center and have ample parking facilities.

The Whittier Street unit is in good condition, but (as with the Cabot Street Recreation Building) stands close to the path of the Inner Belt and will be effectively isolated from its residential service area. A replacement is recommended in the Mission Hill section of Roxbury, where a close liaison with the Harvard School of Public Health could be developed. It might be possible to move the present building — a good structure — to this new location in conjunction with construction of the Inner Belt.

A new unit is proposed for Jamaica Plain-Egleston Square area consolidating the present Curtis Hall and Lamartine Street offices and permitting conversion of Curtis Hall into a modern recreation center.

In the North End, the original George Robert White building is grossly underutilized due to the great decline of the surrounding population in recent years. The service rendered is not commensurate with yearly maintenance costs of over eight thousand dollars. It is proposed that this unit be sold, and the capital returned to the White Fund. A neighborhood unit to serve the twelve thousand people of the North End and additional numbers living in the new Waterfront Development can be installed in the former Police Station Number One on North Street when the police department consolidates its services into a new Government Center facility.* Station Number One has been well maintained and is in better condition than the present health unit. Its location is also more central and accessible to the new population distribution.

The East Boston, South Boston and Harvard Street Units will remain. In the South End it is proposed that the health department take over the J. J. Williams Municipal Building, to be vacated by the library and parks and recreation departments. The Williams building is large, and will enable expansion of health services in this important area. It is more central to the population of the South End, South Cove and Back Bay. The present health center building probably can be made available to the hospital department.

A small unit is proposed for Allston, to be located in a new municipal building** along with a satellite community center, both to supplement the main units in Brighton and serve the isolated populace north of the Turnpike. Some further expansion of health quarters in the Brighton Courthouse to handle the new program is recommended; this expansion may require the non-rent paying Registry of Motor Vehicles to find itself new quarters by nineteen hundred and seventy.

A new unit is proposed for Dorchester, at Fields Corner, on the Arcadia Street site of the present municipal building; and a second on Codman Hill, for an expanded program, taking the present unit out of cramped basement quarters below the library. These two centers will provide service to many residents of Dorchester now neglected. The costs of these two and of the Allston Unit are proposed to be financed entirely from federal health grants.

Finally, in Hyde Park, with construction of a new community recreation center relieving pressure on the present municipal building, it will be possible to move the Hyde Park health unit into the municipal building and sell the existing health building.

* *See page 28*
** *See page 37*

future health programs

New health programs are needed in Boston. Under consideration are a strong geriatrics program, prenatal-maternal health care, heart disease prevention and services, communicable disease prevention, alcoholics and narcotics prevention and treatment. And, the original pioneering concept of the health units should be preserved through inclusion in the centers of screening and referral services — especially in the in-migrant reception areas of the city — legal aid; UCS programs perhaps; and state mental health clinics especially important today with new concepts and new facilities being built in Boston. There should be coordination with services offered to children through the public schools, and with outpatient departments of the public and private hospitals.

Each unit ought to offer a range of services which fits the needs of the clients in the neighborhood. Flexibility in programming and in the design of space will be necessary. A thorough study of Boston's future health program and facilities needed should be undertaken in the near future, perhaps by ABCD or the U.S. Public Health Service.

If the health department reorganizes its administration into four districts, each headed by a supervisor with a small staff of specialists overseeing several neighborhood units, these districts can operate out of municipal service buildings.*

cost estimates

Costs for new construction have been based on a gross square footage of twenty thousand at twenty dollars per square foot. Conversions have been computed at a lesser cost considering the amount of space necessary for the area and the condition of the present building.

The sale of all buildings to be closed should appreciably increase the capital of the George Robert White Fund.

The Boston Health Department Cares for a Young Citizen at a Health Center

* See page 37

Welfare Department

temporary home for women and children ("chardon street home")

This home provides shelter for homeless women, mothers and children forced by various circumstances to leave their own homes. It is also used as a temporary home for abandoned, dependent and neglected children.

Boston has been providing this unique shelter for over a century. As the only such resource in the area it, on occasion, tends to attract cases resident in and properly the responsibility of other cities and towns; in programs for which the state has prime responsibility state workers may find it easier sometimes to keep cases in Boston a little longer simply because it does have such a fine resource to care for them.

The present location af the "Chardon Street Home" is no longer acceptable. It stands now in an area of demolition for the Government Center. It adjoins the welfare department's headquarters and will be surrounded by new office buildings and government buildings. Because of these surroundings, children in the home have no place to play outdoors. The mothers and children are in effect confined to the cramped interior for all family activity. This is an unsatisfactory situation for the department and for the families and children.

The construction of a new building has top priority in the requests of the welfare department. Before undertaking construction the city must consider which functions of the home are to continue as city responsibilities.

1. CHILDREN WITHOUT MOTHERS OR OTHER INTERESTED ADULT SUPERVISION.

   Babies without mothers or responsible adult care, either temporarily or permanently, belong in the hospital nursery. Boston hospitals now do, in fact, provide this care.

   Children permanently orphaned are the responsibility of the Division of Child Guidance of the State Department of Public Welfare. It sometimes happens that such children are admitted to the Temporary Home and that the state is slow to assume charge, perhaps just because the Temporary Home exists. The City of Boston should not have this charge any more than any other town or city of the Commonwealth.

   Children only temporarily without mothers or other adult care, that is, children whose mothers are for medical and social reasons unable or unfit to care for them, represent an urgent and pressing problem in the entire metropolitan region. The state has assumed the responsiblity of helping local communities plan for the care of such children, and a Boston Metropolitan committee has just been instituted among all public and private agencies concerned.

   Only Boston has anything like the Temporary Home which could be considered for use in the emergency care of children. In Worcester and Springfield private Catholic institutions are utilized. In the Boston region the New England Home for Little Wanderers has been very useful to all communities, but is now changing its concepts of the services it should provide and will no longer be available. As this is a metropolitan problem of urgency, and a state-wide problem, generally, the Commonwealth should assume the responsibility of resolving it. A state home available for emergency care of children should be inaugurated in the Metropolitan region. An increased home-finding staff should supplement this state home. Between fifteen and twenty per cent of the present burden on the Chardon Home would be relieved by these two measures.

2. UNATTACHED WOMEN WITH EMOTIONAL OR PHYSICAL PROBLEMS.

   As long as cities and towns continue to have the prime responsibility for general relief and public assistance, there will be need for the services offered by this institution. Some of the unattached women, however, might be more effectively cared for elsewhere.

   About forty to forty-five persons per day, on the average, have been in residence at the Home. Thirty per cent of these have been unattached women. Some of these are alcoholics in various stages; some are otherwise ill or temporarily infirm; some are mentally disturbed. These unfortunate women do not really belong in the Temporary Home and are there only because either no one else will take them, or because those sending them there did not consider what would be the best alternative.

   The Boston City Hospital is one place for such women, an institution for the chronically ill is another. In the capital improvements program for City Hospital, an alcoholics study and reception and treatment center is scheduled in nineteen hundred and sixty-three or nineteen hundred and sixty-four. Improvements in the statewide provision of chronic infirmary care are also suggested. New programs for mental care are being instituted in Massachusetts along lines recently suggested at the federal level, so that there will be a range of services from such as Boston State Hospital, the Massachusetts Mental Health Center and the new clinic to be constructed near City Hospital. With more efficient admission procedures and utilization of trained workers at the Temporary Home who can aid in processing and placing these women in the proper treatment setting, the number of adults in the Temporary Home should be reduced.

3. WOMEN WITH CHILDREN AND UNATTACHED WOMEN NEEDING SHELTER.

   The core of the clientele at the Home, those for whom it was originally intended, are women with and without children who just have no place to go and need protective shelter, help in finding new homes and perhaps help in orienting themselves and organizing their lives to their circumstances.

   These women perhaps have no money to rent decent accommodations, or they may have a temporary personal or social problem which makes it difficult to find living quarters. And in some cases close observation, such as can be obtained at the Home, is necessary before decision as to the best way in which to help.

4. PROPOSED NEW HOME AND ALTERNATIVES.

   A building holding forty women and children, in dormitory and suites, with common kitchen and refectory, and indoor recreational facilities, and with reasonable quarters and offices for staff may require as much as twenty thousand gross square feet, and should cost an estimated five hundred thousand dollars.

   It appears that given the existing composition of the clientele and the facts that even the families with basic needs for shelter usually also have one or more medical problems, it would be advantageous to relocate the Home near City Hospital with its new alcoholic center and neighboring state mental clinic. Good coordination of staff workers can be more easily obtained as can emergency and out-patient treatment of those living in the Home.

   The renewal process in the area should assist in finding a good site with compatible and pleasant surroundings.

   All these advantages to a new building in the City Hospital area would appear to outweigh alternatives of possibly more short-run economy. Still, these should be considered fully before a decision is made.

   Space in existing public or private facilities might be leased and remodelled, or space could be contracted for in new private construction. This would perhaps secure some insurance to the city from an unforeseen

drop in the numbers using the Home or of the state and federal governments taking more direct responsibility for such cases. Operating costs are likely to be higher in any such reasonably serviceable private facility than those of a specially designed public home. The tax situation of the landlord must also be considered.

Buying and remodelling an existing building might be an acceptable and cheaper alternative to new construction, and before any design work for a new building is undertaken a survey to discover such an available private facility might be made. In any comparison not only costs but program potential must be considered.

However, if land now occupied by City Hospital and thus already owned by the City, tax-exempt, and near the resources of other agencies can be obtained, it would seem to be the best solution.

district offices

The operation of the welfare department has undergone great changes in recent years from the early days when Boston pioneered in social services. Overriding federal and state laws and financial contributions have taken a good part of the initiative and direction of programs from the local administration.

National concepts of society's duty to its less fortunate members have been and are continually developing. The consequent expansion of the scope and size of the welfare department's job expands the staff and strains physical facilities.

The Commonwealth's Department of Public Welfare in nineteen hundred and sixty-two, under amended Chapter one hundred and eighteen-a, lowered residence requirements from three years to one year and also issued directives lowering the maximum caseload which can be assigned to each worker and supervisor. This forced expansion of staff by sixty-eight persons to handle existing caseloads. Caseload itself increased by twenty-five hundred from June nineteen hundred and sixty-one to December nineteen hundred and sixty-two. Projecting this increase at fifty per cent of the present trend, over four thousand cases can be expected by nineteen hundred and sixty-eight. The Department has attempted to accommodate some of this increase by transfer of cases among district offices to equalize load, but space is even now inadequate. As it seems unlikely that professional staff can be reduced, either space must be rented, which would be a temporary makeshift expedient, or new space must be constructed.

The present five district offices are located in East Boston, in Bay Village, two in Roxbury (one in the Tobin Building on Mission Hill, and one at Grove Hall) and in North Dorchester. The liberalization of Welfare laws has resulted in more increase of cases from the central and southern areas of the city; it is proposed that new construction be done at Hancock Street, North Dorchester, as an expansion of the existing office to serve Lower Dorchester, South Boston, Roxbury; and a new building to serve Jamaica Plain and Egleston Square, and be accessible to public transit from Roslindale, Hyde Park, and West Roxbury.

At Hancock Street it is proposed to add ten thousand square feet of space containing five work units each providing space for a supervisor, five or six case workers, a file room, and two clerk-stenographers. In addition, there would be a large meeting room also serving workers in the present building.

In the Jamaica Plain building twenty thousand feet of space would be built to house ten work units and a meeting room with related space for two principal social work supervisors, a head office supervisor, and clerical personnel.

training center

Recruitment and training of additional staff and constant year round in-service training of employees to continually update their knowledge and improve their skills is necessary if the welfare department is to function effectively. The training center now operated by the department cannot handle this task, especially in view of the expanded staff, because it is located in cramped and unsuitable quarters which do not permit expansion.

The present Chardon Street Home, which is structurally sound and modern in appearance and located adjacent department headquarters across the street from the new state Health, Education and Welfare Office-laboratory complex will be ideally suited for conversion to use as the training center, and funds have been proposed for this in the nineteen hundred and sixty-three to nineteen hundred and seventy-five program.

cost estimates

Costs for construction of office space are estimated at twenty-five dollars per square foot. Land acquisition costs have been included where applicable under federal laws. One hundred per cent of the conversion cost for the training center will be reimbursed to the city; for new district offices, seventy-five per cent reimbursement can be claimed on construction costs.

The "Chardon Street Home" with Demolition for Government Center

Parks and Recreation Department

indoor program

Boston's recreation program is carried on today principally in municipal buildings operated by the real property board. These buildings, forty to sixty years old, do not afford the interior spaces necessary for modern, active, recreation programs.

The following standards for community centers have been published by the National Recreation Association and are set forth by R.I.G.,* Division of U.C.S. and the nineteen hundred and fifty-five Recreation study of the Boston Municipal Research Bureau, as follows:

a. One center for every twenty thousand population. If job is shared by private agency facility, public centers may be provided on one per forty thousand basis.

b. Located in center of service area. Preferably on or near playfield or the junior or senior high school site. Service area with range of one-half to three-fourths of a mile, therefore, buildings located one to one and a half miles apart.

c. Ideal center should include:

One Standard Gymnasium with appropriate lockers and showers.

One large Assembly room for meetings, social activities, dances, luncheons (in combination or separate from auditorium — stage facility).

One Lounge for reading, quiet games (chess, cards) small group meetings.

One Room for active table games (ping pong, pool, billiards).

One Arts and Crafts workshop, possibly with photographic darkroom.

Two, three or more small multi-purpose, club meeting rooms.

Kitchen, snack bar, offices, service and storage rooms.

Present buildings do not meet modern standards, even the new (nineteen hundred and fifty-four) Maurice J. Tobin building in Mission Hill. Except for the Tobin and the new gymnasium in South Boston, all were built over forty to sixty years ago. All are regarded by the parks and recreation department as outmoded. Gymnasiums are of varying sizes and conditions, public shower facilities are ill-used or unused, and there is no space for small-group games, hobbies, table games and the like. For most of these facilities expenditures necessary to bring them up to standards can not be justified considering their present age and their structural inflexibility.

1. PROPOSED POLICY

The policy on which the proposed program is based is that a new recreation center should be built, wherever possible, adjacent or near new or existing junior high schools. This policy, if carried out, will produce joint school and recreational use of many facilities, including the playfields, which, under modern standards, are necessary adjuncts to a successful indoor program. Construction of these facilities during construction of new schools will permit architects to fit their design to the needs of the school department and the recreation program. Practically all spaces listed under the standards statement will be utilized for school purposes as well as recreation programs.

Gymnasium and appurtenances, assembly hall, cafeteria, even music or band rooms, some shops, a stage for drama — these spaces are used by both school and recreational programs.

2. PROPOSED IMPROVEMENTS

A program for jointly-used facilities is now being developed by the school department, parks and recreation department, and the Boston Redevelopment Authority. The first project will be in Charlestown.

The program calls for twelve new centers and the improvement of existing municipal buildings in Jamaica Plain (Curtis Hall) and South Boston (Broadway), where no new intermediate school construction is necessary, and where other city departments now using municipal building space are to be removed to their own new facilities. The South Boston gymnasium was built within the last ten years and this investment should be salvaged. Enough space will be available after the district court vacates the building to enable conversion of this into a modern, effective community center. Curtis Hall contains one of the city's two remaining indoor swimming pools and is, basically, a sound structure which can be adapted to new concepts of recreation.

It is proposed that improvements be made to two junior high school plants (Lewenberg and R. G. Shaw) and to Roslindale High School to create modern recreation centers. In Charlestown a joint-use field house and community center is proposed to serve Charlestown High School and the Charlestown community.

In Roxbury, the Cabot Street community center, a building in good condition with an indoor swimming pool, is located in an area which the proposed inner belt will effectively isolate from population concentrations. At the same time Roxbury's population density is such that additional community centers are needed by the area. Therefore, a separate recreation facility has been proposed at the western edge of Washington Park in the present Washington Park renewal area.

Separate small community centers have been scheduled for Allston, South Cove, and South Dorchester, too, because these areas will not be served by new intermediate schools. It may be possible to coordinate the South Cove center with the scheduled new South Cove elementary school. In Allston it is proposed that the center be integrated with a new Health sub-unit and adjacent the new Allston Branch Library, and that these be not far from the Gardner school.

An allocation also is proposed for rehabilitation of the heavily patronized and popular L Street Bath in South Boston, the city's only remaining non-MDC beach. This facility is in an unsatisfactory state with a drab, unpleasant interior and ancient lockers. It is heavily used, and should be improved as part of Boston's face-lifting.

3. COST ESTIMATES

The estimate of two million eight hundred thousand dollars for this program is based on several assumptions. No additional funds have been projected for school-recreation centers built adjacent new intermediate schools, since it is judged that with proper design all can be built within the limits of school construction borrowing. Costs of improvement and alteration of existing buildings are based on appraisals of the state of these facilities, their adaptability and condition and the amount of present space convertible to specialized use. For those community centers to be separate from intermediate school sites, the cost estimate is based on recent experience with private community centers, such as the one in Central Square, East Boston, built for three hundred thousand dollars. These costs are then multiplied against estimated square footages.

outdoor program

1. RECREATION — CONDITION OF SPACE

Much of Boston's present outdoor recreation space is a heritage from her early pioneering efforts, but this heritage has not been improved upon, has not been enlarged to meet expanding recreational needs of urban dwellers.

* *Recreation, Informal Education and Group Work.*

The Public Gardens in Summer

Today's living standards demand that a city's inhabitants have outdoor space in which they can keep fit. The old portions of Boston were developed before this notion was widely accepted, and the city has not been able to assemble sufficient recreation space in these areas. Not only are these older neighborhoods often without adequate public play space, but the play facilities they have are so located as not to be fully usable. The Eustis Playground in Roxbury, in the middle of an expanding industrial area, and the Ryan Playground in Charlestown, caught between the river, Schrafft's plant, and a major highspeed artery are examples. In East Boston playgrounds were lost to an expanding airport, and, in compensation, a fine stadium was built, but far from where people are now concentrated and in an area now surrounded by highspeed roadways.

Boston has not had the funds it wished to improve its playgrounds as it desired, or to carry out the program its recreation leaders know is necessary. Recent development has been limited to restricted tot lots on abandoned school sites or tax-foreclosed property, or to projects in which large amounts of private or non-city funds are invested.

2. RECREATION AND RENEWAL

Urban renewal will hasten changes in population location and concentration; at the same time it will offer unique opportunities to acquire and develop new recreational space. The opportunity will only exist during the renewal program too. It is an opportunity to secure federal funds for the acquisition and basic development of new recreational areas. It is the opportunity to assemble at no cost to the city newly-vacated land for recreation.

3. RECREATION — PROPOSED POLICY

The basic principle of the proposed program is development of recreation space adjacent public school buildings. At each new intermediate school there should be a new, large playfield operated by the parks and recreation department for joint school and community use. And at each new elementary school there should be a playground provided under the same conditions. This policy should achieve the most efficient utilization of play space and the utmost economy consistent with adequate fulfillment of needs.

Under this policy only expense of development is included in the parks and recreation department's capital improvements program; land used for recreation is costed under "school site acquisition." *

4. RECREATION — PROPOSED IMPROVEMENTS AND COSTS

This program proposes a total of sixteen new large playfields, or two each year, at the sites of the new intermediate schools specified under the school program and at certain present junior high schools. Cost for playfield development is estimated at around one hundred and fifty thousand dollars.

Forty-five new playgrounds, four to five each year, adjacent to elementary schools, are proposed. In addition, two tot lot facilities in the Washington Park renewal project have been included at the urgent request of the neighborhood groups involved in planning that project. Generally, further development of tot lots has been eschewed as neither a wise nor effective expenditure of city funds, and these two are in the nature of an experiment, with the neighborhood to be given the responsibility for supervision.

Playfields will include baseball diamonds, both Little League and regular; football fields; benches; water; trees; and fenced-off portions to serve as playgrounds, similar to the smaller sites. Imaginative and attractive equipment will be installed and maintained. These spaces will also provide spots where parents and elderly persons can sit in comfort, shade, and beauty, and enjoy watching children play, or themselves participate in sitting games. There will be no need for separate field houses, because adjacent school buildings can provide toilets and minimal shelter.

This new recreation plan will be a great investment in the total educational development of Boston's young citizens. But it will be fruitless to build proper facilities if the city then denies to these departments the necessary skilled and motivated staff to utilize these facilities to the extent they will deserve. This program will require higher operating costs if it is to be viable, worthwhile, and successful.

5. PARKS, SQUARES AND PLAZAS

Boston was a leader in the establishment of a regional system of parks and reservations under the Metropolitan Parks District. It has, also, a history of providing generous financial support to the maintenance of its parks.

Requests for funds to rehabilitate Franklin Park have been included in every capital improvement program for at least the past ten years and are in again this year. Requests for rehabilitation of the Fens, Riverway, Olmstead Park, and various public squares and for

* See page 12

improvements to the Public Gardens and Commonwealth Mall are also of long standing duration, and are in the nineteen hundred and sixty-three to nineteen hundred and seventy-five program.

In the proposed program funds are scheduled over a period of years for rehabilitation of Franklin Park. Efforts should be made to coordinate this project with MDC expenditures to improve the zoo.

The Fens, Riverway and Olmstead Park are to be refurbished, new benches, walkways, and plantings installed, necessary pruning and care afforded the present flora. The river banks will be cleaned and made pleasant again as an adjunct to the promised dredging of Muddy River by the MDC.

Approximately one thousand trees per year will be planted as replacements and along new streets and in new plazas. Existing public squares will be refurbished, new benches and paving and grass installed and flower beds created. Costs are based on current prices for new trees.

A large tree-planting program is proposed not only for the replacement of dead wood but as part of the long-range and urban renewal efforts to improve the looks of the city and increase its amenity. The condition of public spaces — their trees and grass — will to some extent determine the opinion held of Boston by our many visitors.

A certain few new small parks, plazas, outdoor sitting areas and tot lots are scheduled in various early renewal areas. It is to be expected that more new small parks will be included in project plans for other renewal areas in future years. Costs of the early renewal area parks are estimated based on preliminary engineering studies done by the Authority and its consultants. A sum of at least two hundred and fifty thousand dollars per year has been programmed for this type of work.

Children at Play, Washington Park, Roxbury

Police Department

police stations

1. CURRENT CONDITION

The recently completed Quinn Tamm report states that the per capita cost of police protection in Boston is highest in the country among comparable cities. Some of this cost can be traced to the fact that Boston also has more police stations in proportion to its size and population than any other large city.

The Boston Police Department is the oldest in the country. The stations now being used are described in the Quinn Tamm report as "monuments to the past." No new stations have been built since the early 'thirties and six date from before eighteen hundred and ninety-four.

Police stations were built with complete eating and sleeping quarters for a garrison of men who were continually available at the station on reserve, if not on patrol, for instant mobilization and marching to points of disturbance. The mechanization of the force and revision in the work week have completely transformed the organization, and rendered well over fifty per cent of the station space useless. Most crimes now are reported by telephone (ninety per cent), which means directly to police headquarters and the central complaint bureau which also dispatches and directs the patrol cars.

Generally, according to the Quinn Tamm report, a station consists of two or three stories with a garage for two to five vehicles. A basement holds the heating plant (some boilers are coal-fired) and some storage.

The first floor or the basement has a large lockup with more cells than necessary so that some are used to hold evidence, recovered bicycles, and janitorial supplies. On the first floor is the captain's office, a large (overly large in some cases) guard room for muster, a switchboard and a "front desk" for the duty supervisor (lieutenant or sergeant). There is, however, usually little space for the office clerks, causing crowding and inefficiency. On the upper floors are the rooms required when men slept in, many still with cots and mattresses. These have been converted by individual initiative in various ways; as detectives' offices, interview rooms, private dressing rooms for sergeants and lieutenants, private storerooms for other individuals. Such offices as these are far away from the central desk and the lockup, and are not satisfactory, therefore, for interviewing prisoners, or for clerical tasks.

The overall appearance and atmosphere of these stations does nothing to help either the morale of the force or the public's respect for it. . . . "The impression gained by a citizen transacting business at a station does not reassure him that his police protection is all that it should be." The physical state of most stations is judged to be such that maintenance and repair costs can be expected to increase greatly in the near future. Parking problems are severe at almost all stations, and are particularly troublesome at shift changes. The District Eleven garage is three blocks from the station house. Certainly, police cars should not rely on "no parking" zones. Additional off-street parking near present stations would be difficult and expensive to acquire.

2. PROPOSED IMPROVEMENTS

The police department is of the opinion that a major program of new construction and consolidation is necessary over the next twelve years. The police department believes that the program outlined below is the most appropriate way to attain an efficient and effective degree of consolidation within a practical time limit.

A new facility is to be constructed in the Government Center. Part of it will house consolidated Districts One, Two, and Three. Station Houses Two and Three were listed for abandonment as police stations in the report. Station Three already has been closed; it will be used temporarily by the fire department until their adjacent new house is completed, and then, be razed. The Tamm report had recommended that *Station One* be retained as the consolidated station, because it is in good condition. However, the police department recommends instead construction of a new more central facility and this program concurs. *Station One* does not have adequate parking for police purposes, and can be converted for health center purposes.

A second new station is scheduled for the new Washington Park Civic Center. It will house Districts Nine and Ten and be adjacent the new Roxbury Courthouse. The station houses of Districts Nine and Ten were recommended for abandonment in the report. The Authority would propose to purchase and raze these buildings when renewal projects are scheduled in their areas.

Another new station proposed in this program is in Codman Square, near the Dorchester Courthouse. It would replace Stations Eleven and Nineteen which are scheduled for abandonment in the Quinn Tamm report. Station Nineteen on Morton Street should be sold for tax-producing use. Station Eleven is in the Arcadia Street Municipal Building near Fields Corner. The other occupant, the Dorchester branch library, is also scheduled to vacate its space and it is proposed this eighteen hundred and seventy-five building be razed and the site turned over to the health department for a new unit. The new Codman Square police facility is scheduled for nineteen hundred and sixty-six, and while it is considered now to be the best solution for the area, further study by the police department before that date may indicate the alternative advisability of remodeling the South Boston station house, number six, to serve Dorchester and South Boston. Station Six was recommended for retention in the Quinn Tamm report and at the present time the department intends to continue it in use.

Rehabilitation and remodeling funds have been included for both Station Four in the South End and Station Eighteen — Hyde Park, as suggested by the Quinn Tamm report. The department also is studying the advisability of a new station house in the West Roxbury and Jamaica Plain areas.

To provide new facilities for Divisions Seven and Fourteen, in East Boston and Brighton, funds are programmed to convert courthouse space into field offices serving police and prisoners. The East Boston station is now adjacent the courthouse. The Brighton site can be sold if no appropriate city use is apparent in nineteen hundred and sixty-eight.

traffic

The department requests space for the traffic division within the new Government Center station, and space and cost estimates for that building have been developed accordingly. The Quinn Tamm report concurs in the necessity for consolidating traffic division quarters in a more central location. It suggested utilization of the Milk Street building, where part of the division is now, for this purpose although this building is described as out-dated, gloomy in appearance, and in need of complete reconditioning. The Tamm report was prepared without knowledge of waterfront redevelopment proposals, which include demolition of the Milk Street building. It is felt the Government Center location is more satisfactory and better fulfills the Tamm recommendations.

academy and property center

Funds are requested, initially in nineteen hundred and sixty-three and later in nineteen hundred and sixty-seven, to put into commission a new police academy at the former Nike base on Long Island. The Tamm report strongly urges relocation to this site from present quarters in the Milk Street building and on Moon Island (the firing range). Removal is necessary, again, as with the Traffic Division, because of redevelopment planning for the waterfront. The outdoor range also is reported as needing considerable improvement.

The proposed new service and maintenance center is one of the principal needs of the police department; in it will be concentrated all vehicular maintenance, signal service, radio maintenance, and the office of the property clerk. All of these sections or units of the department are crowded into inadequate space and all use facilities in no less than two buildings. This new service and property center would make possible the reassigning of space in the Headquarters Building, eliminating the need for a new Headquarters building in the opinion of the Police Department.

communications

The Quinn Tamm report calls for a careful evaluation of the future of the signal service, which with its personnel, extensive equipment and stock contributes substantially to the departmental budget. The Tamm suggestion is made that it be transferred to an agency better prepared to perform the service — either the city electrical department or perhaps the New England Telephone and Telegraph Company which has made a proposal to do this job.

There are about five hundred and seventy-five call boxes throughout the city, each connected to a respective station house. They usually include a regular telephone, a recall light, and a citizen's alarm. The Tamm report states that most of the cable and equipment is about twenty-five years old, the switchboards are outdated and inadequate, the recall lights generally visible only during hours of darkness. With a general abandonment of station houses, a reorientation of the system will be required. (Forty thousand dollars is being spent to rework the small area in Beacon Hill alarms to accommodate the closing of Station Three.)

The Tamm report recommends ending the decentralized system and terminating all lines at the Central Complaint Bureau in headquarters. The report also calls for abolition of the citizen's alarm segment of the system and the freeing of all telephone equipment for use by the public as an auxiliary to commercial telephone in contacting the complaint bureau.

Renewal activities in central areas of the city through changes in street patterns — closings, realignments and new layouts — will involve additional funds for this system. Even reconstruction of streets on the same alignment may call for relaying police cables along with other utilities.

It can be estimated that considerable expense will be involved in this reconstruction of the police landline system over the next few years. It is recommended, therefore, that an immediate determination be made as to whether it would not be more to the city's interest to contract with a firm, such as the Telephone Company, for the service required. This contract would ensure a continually updated and modernized system, with all the benefits of private research behind it.

The change for private service should not exceed the savings to the city from discontinuance of the signal service. First, the city would not have an estimated three hundred and fifty thousand dollar annual capital expenditure for the system over the next seven years. Second, present space and personnel used for the signal service can be shifted to other assignments.

harbor division

The harbor patrol service and harbor master's office cover the upper and lower harbors, Mystic River, Chelsea Creek, the Fort Point and Reserve Channels, Dorchester Bay, and the Neponset River, and the islands. About fifty men are assigned to this duty.

The Quinn Tamm report said little specific about the operation of the harbor division other than to suggest that upon removal of the signal service the present Division Eight building would have much excess space.

In the near future the expenditure of a substantial sum will be necessary for the harbor patrol operation. The police department has requested the purchase of three new patrol boats for one hundred and thirty-five thousand dollars in order to retire four over-age wooden hulled boats and return Patrol Boat Forty-five to the U.S. Navy from which it is on loan. The wharf must also be rebuilt at an estimated cost of fifty thousand dollars, and the building is not in the best condition.

Before the city commits itself to this expense, a detailed study should be made of the feasibility of transferring this function to the MDC which now operates patrols over the Mystic River and Charles River Basins, owns several harbor islands now and will possibly control more in the near future and also most of the shore line not controlled by the Port Authority. Patrol of the extensive harbor area is a service rendered to the entire metropolitan area and indirectly to all of New England. A metropolitan agency would appear to be more appropriate in this function.

Fire Department

stations

1. CURRENT CONDITION

Since nineteen hundred and forty-five new fire department headquarters and maintenance shops have been constructed, a new fire academy opened, new equipment purchased, and some of the worst of the nineteenth century stations abandoned. Twelve stations have been closed since nineteen hundred and fifty-four, and five new stations built. Eleven stations have been built since the end of the war and the number of companies has been reduced.

However, seventeen stations now in use were built before nineteen hundred and ten and in addition to being from fifty-five to ninety-six years old, were designed and located for the

horse-drawn companies of another era with their different operating radii and running times. Among these stations there is structural deterioration, insufficient lighting, and inefficient space arrangement. Roofs leak, walls leak, and water comes trickling into the sleeping quarters. Brick mortar has deteriorated with time. Weakening floors are propped up by extra beams to prevent equipment from falling into the cellar.

There is no economy apparent in retention of old houses in poor condition, even with twenty-five thousand dollars worth of repairs. Heat is wasted in drafty spaces, many of which are no longer used; heat is wasted in houses where doors must stand open while the companies are out on a run. An attempt to maintain an eighty-year-old station for thirty more years is only an invitation to recurring contracts for modifications, each with its individual architect's fees and administrative efforts.

Living conditions in most of these old stations are not adequate. Lounge furniture is non-existent or makeshift, often beaten-up, broken, hand-me-downs from somebody's attic or a scrapped airplane. Sanitary facilities are ancient and moldy; no paint has been applied to the interiors for years. Others of these stations, of course, have had remodelling and repairs over the years, sometimes by the men themselves, and are not quite so abysmal.

2. PROPOSED IMPROVEMENTS

The fifteen new stations proposed in this program will replace six existing single engine or single ladder stations and twelve multiple-company stations. Five are over ninety years old and five over seventy. Of the six built in the twentieth century, two are inefficiently located — too close to the city limits — and one is badly placed on a narrow street difficult of egress. Two were designed in the age of horse-drawn vehicles, and the two newest are being removed to make way for new construction, the Bowdoin Square station for a new state office site, and the Broadway station because a street is being eliminated.

3. DESIGN

New fire stations should, where site is available, be one-story structures, but in congested urban districts two-story structures are acceptable. Mess facilities and lounges should be reasonably close to engines. Gasoline supplies should be located for safe and rapid pumping into the trucks. Doors should be controlled by electric eyes, so they will close after departure of trucks. The lighting should be well engineered. Room should be available outside for parking a limited number of cars and for minor maintenance and cleaning of equipment. Decent sleeping quarters for the men are also an absolute must.

The efficiency in operation and relief from repair costs possible through new, properly-designed stations can hold down the department's operating budget. It must be remembered, also, that firefighting technology will continue to evolve, and new stations must be big enough and flexible enough to carry more or different equipment.

4. PROPOSED STUDY

Eight single engine company stations will remain after this program is complete.

During the course of Boston's renewal and the expressway construction program, as it becomes apparent that a major reduction in fire hazards and running times due to improved street patterns, razing of fire traps, and construction of new fire resistant buildings is being achieved, it may prove feasible and desirable to consolidate these single-engine stations.

Even in nineteen hundred and sixty-three, conditions might justify some reduction in companies. To obtain expert advice on this problem it is recommended that the National Fire Protective Association be requested to study Boston and report on the optimum number of stations and companies necessary for high quality and safe coverage.

marine operations

The Fire Department has requested purchase of at least two new fire boats, and reconstruction of a wharf for these boats. This program lists these for informative purposes and admits of their necessity. However, it is *not* recommended that the city of Boston expend funds for these purposes.

Harbor fire protection should be a responsibility of the Massachusetts Port Authority which owns much of the commercial wharfage as tax-exempt property and has control and direction of port activities. The city at most should enter into a contract to operate the harbor fire boats for the Authority.

1. BOATS

New fire boats are necessary to replace "James F. McTighe" and "Joseph J. Luna," which are converted wooden coastal minesweepers obtained from the Navy after World War II for twenty-five thousand dollars each and converted at an average cost of one hundred and fifteen thousand dollars. Not being designed for fireboats, they do not provide the desirable scientific fire-fighting capacity or unobstructed deck space. At the time of purchase, it was estimated that savings in fuel cost over the former steam barges would repay their cost by nineteen hundred and fifty-two. The Navy counts the useful life of a ship at twenty years; "Luna" and "McTighe" will be well past twenty years when retired and have well repaid the original investment.

2. PIER

To house even the present boats, immediate expenditures are required on the present pier off Commercial Street, which is in an aggravated state of disrepair and advanced age — rotting, splintering and soaked with oil and grease. This is at the northern anchor point of the new Waterfront Redevelopment Project and can not be retained in its present state with any credit to the city's future image.

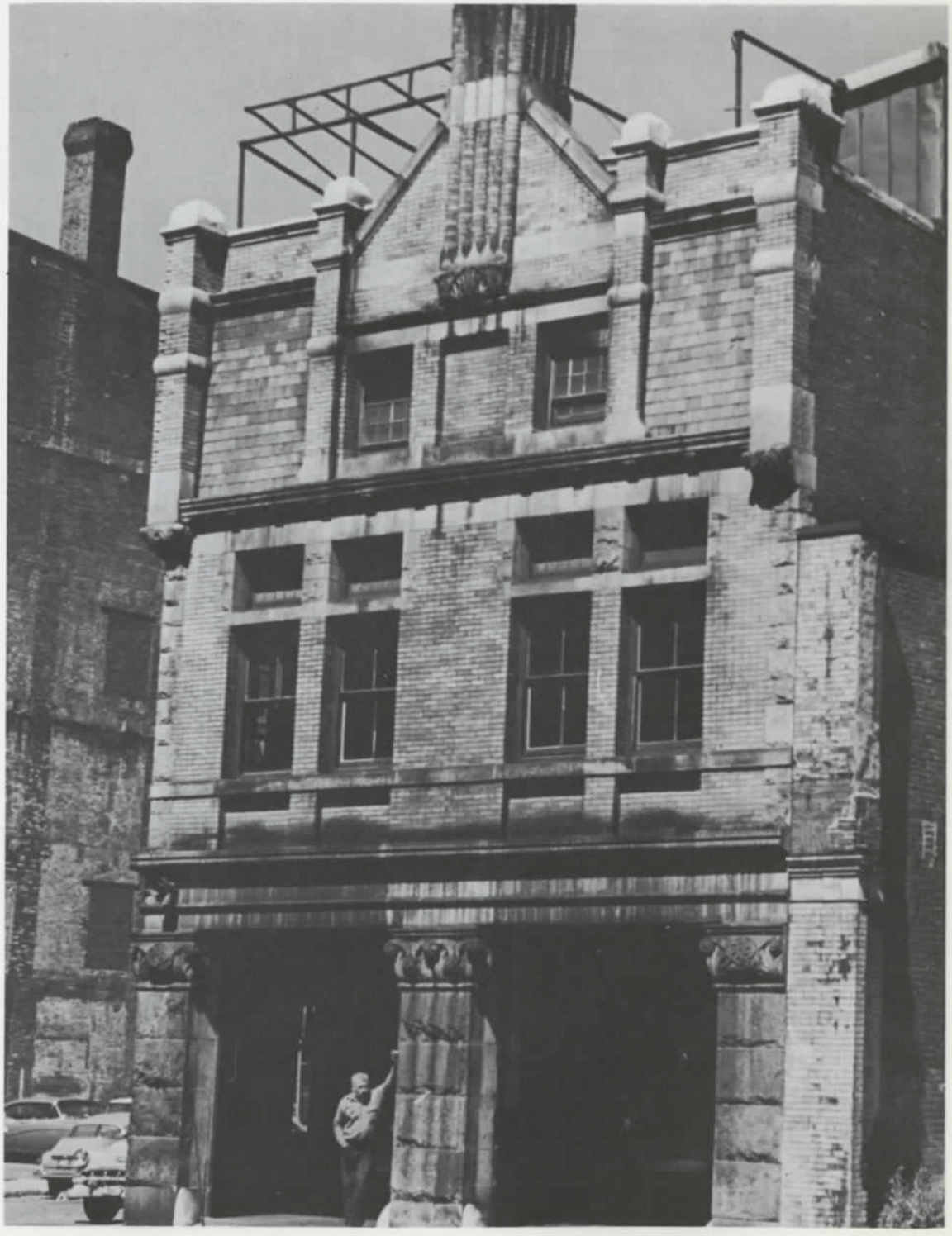
pumping stations

The fire commissioner proposes to construct an automatic pumping station for the high pressure hydrant system on the new fire boat wharf. This would replace present pumps Number One and Number Two located off Atlantic Avenue, near the Congress Street-Fort Point Channel bridge, and Boston Edison plant on Kneeland Street. These pumps are over forty years old. Replacement with a single automatic pump, which could be maintained and operated by a resident engineer stationed aboard the fire boat, would release approximately twenty firemen from present pump-tending duties. The savings in manpower used is apparent.

It is recommended that a study be made of this request and alternatives which have been proposed.

For instance, it may be possible to contract with the Edison Company for operation and maintenance of a pump, with periodic inspection by Fire Department personnel. This study should examine the imminent necessity of extending the high pressure system into the Back Bay, along the Turnpike right of way to protect new high rise investment there. The National Fire Protective Association has proposed that this system be connected in the Back Bay with the MDC main trunks and that any booster pump be an electric automatic. Inspection could be by personnel from a nearby fire station when necessary.

Engine Thirty-nine and Ladder Eighteen, Congress Street, South Boston



fire alarm

1. NEED

Boston pioneered in the installation of the municipal fire alarm telegraph system in this country, and this system is now among the most complete anywhere, but the cables throughout the city are generally old. Before and during the war, maintenance and replacement lagged and what cable was purchased with restricted funds was not of the best quality. Thus, the department has to replace a considerable quantity of cable and install spare conductors for reliability and safety margins on the system.

It is also necessary to extend the fire alarm system into new developments generally in the southern areas of the city. Seventeen hundred new boxes are estimated, together with auxiliary equipment costing over one million five hundred thousand dollars by nineteen hundred and seventy. The renewal program will cause realignment, abandonment, and new construction of streets, with consequent relaying of cables and ducts; changed land uses may create the need to modify spacing of signal boxes; each new fire station will require the reworking of that portion of the system feeding it. In some locations there must be a general program for installation of underground cables of all sorts for protection against storm hazards. In addition, expenditure must be made for modernization of the Fire Alarm Headquarters, built in nineteen hundred and twenty-five. This would involve replacement of ancient consoles and other equipment, air conditioning for more reliable operation of the electronic systems, and other remodeling.

It is recommended that before Boston undertakes a modernization program, costing an average three hundred and fifty thousand dollars per year and more for the next seven years, a determination be made as to the future type of and responsibility for this system. The question is should fire alarm continue as a telegraph system or be converted to telephone land line? It is suggested that an analysis of the advantages of each should be made.

Estimates should also be obtained as to the lease charge to the city if private firms undertake installation, operation, and maintenance of the alarms. In addition, the city possibly could benefit from continual private research and development of improvements to the system, and this factor should be taken into consideration as well.

Congested Traffic Under the MTA "Elevated" at City Square, Charlestown

Traffic and Parking Department

signal system

1. STUDY RECOMMENDED

A long range, fully planned program for signalizing major city intersections to insure smooth vehicular movement and pedestrian safety has become essential as traffic continues to increase. It is essential if the city is to comply with new uniform national codes adopted by the state, and the city must comply with these codes or face loss of state highway aids. Finally, it is essential because urban renewal programs will require reconstruction of many intersections.

The Traffic and Parking Commission has proposed a program of modernization designed to alleviate the worst problems, which is listed here for information. It is suggested, however, that the first step in proper planning is a thorough study of problems and recent new developments in traffic control. It would not be desirable to invest city funds in obsolescent systems which may shortly prove inadequate.

The city currently has two main synchronized sets of intersection controls in the Back Bay and downtown areas. The distinct possibility arises that additional synchronized systems should be provided for other major arterial systems such as Washington Street in West Roxbury or Blue Hill Avenue.

Other cities have recently invested major sums in traffic control. Baltimore spent about three million five hundred thousand dollars in five years to acquire a system which not only won it wide acclaim but its commissioner a new job in New York City which is now embarking on a minimum fourteen million dollar program. Atlanta will install one hundred and fifty new signal sets this year. Toronto is undertaking an exiting experiment with computer systems, and certain other foreign cities have even begun using television controls.

A comprehensive plan for signalization should be evolved in conjunction with renewal planning, MDC planning, the nineteen hundred and seventy-five master streets plan, and state Public Works Department efforts on the expressway system. Such a comprehensive plan will permit sound decisions on which intersections are to be signalized.

Twenty-five thousand dollars has been assigned for a study in nineteen hundred and sixty-three.

2. PROPOSED PROGRAMS

Several programs now underway will be continued.

First, replacement of obsolete signal housings on old equipment, to improve the visibility of existing traffic signals. These housings are of a design and type in use twenty-five to thirty years ago; since then many advances have been made, not the least of which has been the lowering of the height of automobiles. Housings on the main synchronized units in the central core of the city were changed in nineteen hundred and sixty-two, and this program allocates sufficient funds to replace the remainder of these throughout the city in nineteen hundred and sixty-three.

Second, completion of modernizing main synchronized control systems in the city's core area. New, modern and flexible equipment is essential now if present heavy traffic is to be moved in the most effective manner. The master control panel on Unit Number One, directing Washington Street, Tremont Street and Charles Street traffic in the central business district is thirty-four years old. Its Tokheim timers are so obsolete that repair parts can no longer be obtained.

The control panel equipment has already been replaced in Unit Number Two, which is centered on Massachusetts Avenue, but the interconnecting cables between units are old and undersized. Full advantage cannot be taken of the flexibility of Unit Number Two's new control equipment without a more extensive number of conductors than the cables provide. In addition, the existing cable has begun to deteriorate and will present added problems of maintenance.

Therefore, it is proposed by the traffic and parking department to purchase new cable and contract with the Edison Company to install it. Installation of this cable is programmed in nineteen hundred and sixty-three. The present cable could be sold for its scrap value and the amount deducted from the contract costs.

Even if the remainder of the city should convert to a different control system, recent investment in new equipment in Back Bay makes it inadvisable to switch that area's controls. The particular system installed there is up-to-date and adequate for its job.

The sums provided in this capital improvements program should be sufficient to enable installation of at least one hundred and twenty new signal sets with appropriate control equipment. Costs for cable systems in particular are reduced since a long standing city ordinance has required the Edison Company to reserve ducts for future traffic department use in all its street installations.

Third, the installation of new pedestrian controls. One of the additional burdens imposed by the state in nineteen hundred and sixty-two is the change of present red-and-yellow pedestrian controls to a "walk-don't walk" signal. A total of four hundred and fifty thousand dollars has been listed provisionally to pay for the mandatory installation of the new pedestrian signals; this is spread over five years, to be completed by nineteen hundred and sixty-eight to nineteen hundred and sixty-nine.

It is presumed that the study could not affect the necessity for this equipment. If cost estimates of one thousand dollars per intersection prove low or if the state demands swifter conversion the state should be asked to assist in the expenses.

To accomplish the three programs approximately one million five hundred thousand dollars will be needed between nineteen hundred and sixty-three and nineteen hundred and seventy. The recommended study will indicate what additional funds may be required of the city. No sound estimate can be made at this time because of the variables involved.

headquarters

The Commissioner has recently been assigned additional duties and powers in respect to parking regulations and provision and licensing of parking spaces. The staff at the headquarters office on Southampton Street is working in overcrowded conditions with desks so close together that efficiency is hampered. Since the present headquarters was built in nineteen hundred and fifty, the staff has increased by twenty per cent. A recent survey conducted by the Automotive Safety Foundation has proposed an expansion of the Traffic Engineering force, and additional office space is vitally necessary.

The headquarters building was constructed so that easy expansion is possible, and now it is proposed to complete the second floor by extending it out over a one-story wing. An additional five thousand six hundred feet of space will be obtained in this fashion.

1. COST ESTIMATES

Cost estimates in this program were obtained from the traffic and parking department staff and are based on their past experience with the type of work proposed.

Real Property Board

parking garages

Parking space for the increasing numbers of automobiles entering Boston's core area is no new problem. It has provoked several surveys by staffs of and consultants to city agencies, as well as by other groups interested in city problems.

Since the war, eight garages have been built under the aegis of the city so that there are now about five thousand five hundred public garage spaces in addition to open air lots and private facilities, all within the area inside the projected Inner Belt route. Rising population in the metropolitan region, increased prosperity enabling higher car ownership, and completion of the limited access highway systems around Boston all indicate need for continued garage construction.

Current Master Plan Studies, which are based on figures compiled by the Boston College Seminar Bureau, indicate a need for from thirty-three thousand to thirty-six thousand additional parking spaces by nineteen hundred and seventy-five. This estimate includes the elimination of illegal parking, which impedes traffic flow and threatens safety. It includes the probable loss of present off-street spaces as sites are purchased for new construction. Also, it anticipates that legal curb parking spaces will be reduced through increasing insistence on efficient traffic flow, as is the case now on the perimeter of the Prudential Center.

Much of the needed parking space, it is expected, will be provided by private enterprise, whether as commercial garages or as part of new office and residential structures. A conservative estimate is that the future ratio of new construction will be one public to every three private spaces. This ratio has been used in the capital improvements program. It results in a projection that nine thousand two hundred public garage spaces will be required by nineteen hundred and seventy.

Locations for these garages are forecast only in general terms, since sites will depend on the future location of the Inner Belt and renewal project plans for most of these core areas. Another uncertainty is the question of what locations private enterprise will choose.

These questions should be resolved in detailed renewal project and Inner Belt planning. One general policy is that garages should be located as near major expressway ramps as possible and

be integrated with public transit routes. This policy will restrain motorists from using ordinary city streets while searching for a place to park.

Cost estimates of three thousand dollars per car are used. This estimate is based on an Eno Foundation study of eighteen garage development costs * which showed a wide range in land and construction costs across the country, with an average sixteen hundred dollars per car for land and eighteen hundred dollars for construction. The median land costs are somewhat lower, over half the garages costing less than one thousand dollars per space for land. Assistance of the renewal process in Boston should help keep land costs low. Opinion expressed by Wilbur Smith and Associates that three thousand dollars per space total costs would be a good estimate for Boston is supported further by certain preliminary studies done on the Government Center project.

The proposed South Station garage complex has not been included in the program at this time. This project is well worth consideration and deserves the cooperation of city, state and other agencies in its accomplishment. However, it depends on the acquisition and re-use of certain railroad properties, the status of which is uncertain at this time, and there is also the distinct possibility that an agency other than the City of Boston could construct this garage. Therefore, this project has been left for further consideration.

* *Whiteside, R. E. "Parking Garage Operation," nineteen hundred and sixty-one, the Eno Foundation, for Highway Traffic Control, Saugatuck, Connecticut.*

Pearl and Franklin Streets, Parking Lots Give Way for New Buildings, Fort Hill Parking Garage Beyond

Deer Island House of Correction

The Governor's Committee on Jails and Houses of Correction has recommended that the state take over the houses of correction. It has left the question of ultimate responsibility for jails for resolution after the correctional houses have been integrated into the state system. Because the Governor's Committee has made its proposal, this program does not recommend the expenditure of any funds for capital improvements at Deer Island, since this should be a state responsibility in the near future.

Charles Street Jail

state operation recommended

Jails should also be a state responsibility. The jail performs a limited function in a single location, but that function laps over individual city boundaries, deals with people who are not necessarily Boston residents but commit a crime or are accused of a crime in Suffolk County.

The jail's problem is an expensive one. It will be more expensive if rehabilitation practices and the conditions of custody are governed by standards set for state correctional institutions. The jail is under the operational control of the county sheriff and not the city, yet all the funds for its support must be provided by the City.

In short, the city should not have to use its limited resources, needed for neighborhood and downtown services, for institutional programs like the jail.

recommendation for city action

Because it does not appear that the state will assume jail functions immediately and because the present site is urgently needed for other purposes, it is recommended that in nineteen hundred and sixty-three the city engage consultants to design a new detention center and, therefore, appropriate the necessary funds to construct a facility. Because of the opportunity to sell the present site, most of the city's expenditure for a new facility can be recovered. Otherwise this recommendation would not be made.

detention center

Two basic reasons justify the construction of a new detention center:

a. The Governor's Committee on Jails and Houses of Correction has recommended that the Charles Street Jail be replaced by a new facility, because the one hundred and thirteen year old structure is outmoded as a detention center. It is badly arranged, contains much wooden construction, and is too old to warrant the substantial capital expenditure necessary to bring it up to present standards.

b. The jail site is ideal for private taxable redevelopment because of its location adjoining Massachusetts General Hospital.

The condition of the jail has been described before. It is deficient in plumbing — a shortage of working toilets renders numerous cells useless. It has no cafeteria, and prisoners must be fed in a wide corridor in front of the cells. Its high vaulted ceilings eat up heat, adding to maintenance expense.

The entire administrative operation is confined behind locked doors, so that even those people whose only business is with the prison's administration must pass through the lockup. Office space is unsuitable — barn-like, drafty, poorly lighted. There are no areas for proper processing of prisoners, nor adequate rooms for counsel-client contacts or visiting with prisoners.

Even though the building has been well maintained, it remains a depressing, cumbersome, and inefficient relic of the past.

The jail's three acres, located on the corner of Charles and Cambridge and adjacent to the Massachusetts General Hospital are valuable property. Private re-uses allied to hospital programs are possible at once. Such re-uses will substantially benefit the city and the neighborhood.

The site is in the Downtown North Renewal Area, and the Redevelopment Authority, therefore, can purchase it from the city at a fair price, demolish the jail, and sell the land for the most appropriate re-use. The city's proceeds from the sale of the property to the Authority, even if no more than present assessed value, would total two million dollars. These proceeds can be used toward construction of a new jail.

It is recommended, therefore, that the city immediately engage a firm of jail consultants to do a swift but thorough study of design requirements for a new detention center; that architects then be hired and the new detention center be completed by nineteen hundred and sixty-six. Specifically, these questions should be decided:

a. What programs does a detention center need to offer its inmates?

b. How shall women be detained?

c. What average daily population shall be assumed for planning purposes? What peak, and how may this peak be contained?

d. What facilities are required in a detention center? Cell block, cafeteria, admissions and reception center, offices, writing area, large multi-purpose room? What else? An exercise yard? An infirmary? A gymnasium? Superintendent's residence?

e. What structural requirements? Can the facility be underground?

f. What site area is needed? What shall be the maximum distance from the courthouse to the jail?

Lacking an expert study, several assumptions have been made for the purpose of this capital improvements program and for planning in the Government Center. These assumptions are:

a. The purpose of a jail is to serve as a detention center for persons awaiting trial in superior court. It also houses from time to time material witnesses and federal prisoners in transit.

b. The average daily detained population can be estimated at about one hundred and fifty inmates, with an annual range up to one hundred and seventy-five, and a top daily peak of about two hundred.

c. The calculation of detained prisoners is based on the transfer of almost all sentenced prisoners to other institutions: men to Deer Island; women to Framingham. Also, those who are detained for alcoholism leading to vagrancy can be housed in the new alcoholics reception center, which City Hospital proposes to occupy by nineteen hundred and sixty-five.

d. No separate women's wing should be required, because detained women would be housed at Framingham. The number of women is small. The turnpike extension will make travel from Boston to Framingham relatively easy for counsel and court personnel. The net cost of such travel to the public should not be as great as the expense of constructing and maintaining separate quarters for women in the new detention center.

e. The detention center cannot be located in the present courthouse, because the space in the courthouse basement and the city prison is too small, too fragmented by other uses, and too valuable as a future overflow area for court functions.

f. The detention center cannot be located adjacent to the courthouse, because the

property surrounding the courthouse is too valuable as private taxpaying property to be put into a tax-exempt status.

g. Construction of a new facility probably could be accomplished for about fourteen thousand dollars a cell. Therefore, for the purposes of this capital improvements program, the construction of a new detention center to house a maximum of two hundred men is projected at a cost of about three million dollars on a site in the North Station area. This detention center should be designed and constructed within guides established by expert detention center consultants. Design should be underway by late nineteen hundred and sixty-three; construction, by nineteen hundred and sixty-four; occupancy, by nineteen hundred and sixty-six.

Courthouses

state operation recommended

Courthouses should be a state responsibility. Expenses of courts and court services all should be paid by the state. The City of Boston can do almost nothing to control court costs, policies, or procedures. The payrolls put upon it through creation of new judgeships, clerkships and increases of salaries for these positions by the General Court — the inefficient system of too many district courts in old court buildings — what policy dare the city make relative to these matters?

On two occasions reports of the Executive Secretary to the Supreme Judicial Court of the Commonwealth of Massachusetts have made strong recommendations that the courts of this state be a state responsibility. The first report, in nineteen hundred and fifty-seven, stated that "The time has come to recognize without exception that the administration of justice throughout the entire state is the direct concern of the state as a whole and that all court expenses should be borne by the state . . ." Elsewhere this report says, "The treatment of Boston is grossly unfair . . . Boston with something less than one-sixth of the population pays substantially more than one-sixth of the court costs and carries on much more than one-sixth of all court business." Bills have been filed in the General Court to effect the assumption of the court functions by the state in nineteen hundred and fifty-eight, nineteen hundred and fifty-nine and nineteen hundred and sixty-one. In nineteen hundred and sixty-one the report of the Executive Secretary stated that "ultimate adoption" by the state of all court expenses was "certain."

recommendation for city action

Realistically, it is recognized that it will be some time before the state actually does assume this duty. In all likelihood, state responsibility for costs of the superior court and other presently state-wide court jurisdictions will come about before district court operations are taken over. In the meanwhile, there are fortunately only one or two urgently necessary improvements to district court facilities in Boston as most buildings are in adequate condition. This program does, however, recommend city capital spending for the particular cases below.

roxbury courthouse

The Roxbury District Court has for years been recognized as grossly inadequate for the heavy load of cases it serves. It processes by far the highest number of cases in the county, is among the six busiest in the state for civil writs, and leads all others in criminal cases. Maintenance costs of this courthouse have been running about forty thousand dollars per year. It has only three court rooms and no hearing rooms; offices for the judges are cramped; those for the clerk and probation officers, totally inadequate.

Despite the lack of adequate office space for judges, there is much wasted, unusable space in the building. The wooden interior is highly inflammable. The lack of security inherent in the structure has led to defendants in court being held in what amounts to a medieval barred dock — an anachronism from our normal standards in today's court procedures.

The executive secretary of the Supreme Judicial Court called the Roxbury building hopelessly inadequate for efficient use in his annual report back in nineteen hundred and fifty-seven and recommended its immediate replacement. A bill to provide for a new courthouse was filed in the General Court as far back as nineteen hundred and fifty-nine, but city officials then decided because of the imminent urban renewal program in the area to wait and coordinate the building of a new courthouse with redevelopment.

This coordination is now proposed.

The new Roxbury courthouse is included in the Washington Park renewal plan; it will have a dominant position in the proposed civic center at Dudley and Warren Streets, across from the Dudley MTA terminal. It will be adjacent new police facilities and have a municipal office wing, discussed below. Close neighbors will be a new branch library and a building for the Roxbury Boys' Club. Adequate parking will be provided and nearby, will be landscaped parks and a revitalized shopping center.

south boston court

The South Boston District Court shares a structure built in nineteen hundred and twelve with other city departments, as do several courts. In East Boston and Charlestown, this sharing is with the police department and not much exception can be taken to it. In South Boston, however, the building was, until recently, shared with a branch library and still is shared with a municipal recreation center.

A municipal gymnasium was recently added to the building. Shower spaces and public baths are in the basement below the courts, and there is no access between them and the auditorium on the third floor of the building except through the courthouse. Such an arrangement hinders both court and the recreation functions.

This South Boston building will be of much more value to the city, and could be more fully utilized, if it were solely a community center. Therefore, funds are proposed to provide new court facilities for South Boston.

other proposals for courts

One hundred thousand dollars is recommended to remodel space in the Brighton Court to provide a field office for the police when the present division station is closed in accordance with Quinn Tamm report. As further provision has also been made for expansion of the health unit facilities as described above, it may be necessary for the Registry of Motor Vehicles to make other arrangements at that time.

courthouse design

Good modern courthouses will contain courtrooms, hearing rooms, judges' chambers, offices for clerks and probation officers, and sufficient ancillary space which may be rented for state and private service related to court action — clinical evaluation areas, special delinquency control and study offices, and similar functions. Courthouse design will represent an effort to provide the most modern diagnostic,

protective, and corrective services, and to provide judges, clerks and other members of the legal profession decent surroundings in which to perform their functions.

costs

Cost estimates for the Roxbury courthouse are based on about fifty to sixty thousand square feet at about thirty to thirty-five dollars per square foot. This is more expensive than an average city building due to more elaborate design necessary to the dignity of the court.

Cost estimates applicable to the conversion of courthouse space for police offices are comparable to those in the police department program and are based on information from the police department planning division.

The present number of court buildings remains unchanged under this program.

Municipal Buildings

municipal service buildings

A new concept in municipal services facilities

The capital improvements program proposes a new concept for municipal services buildings. Their function will be to bring to the city's neighborhoods the decentralized office operations of those city agencies which have continuous or intermittent close contact with the public. Among the agencies in this category are the office of neighborhood improvement, welfare department, department of veterans' services, the redevelopment authority, the collector-treasurer, and related private bodies such as ABCD.

Therefore, this program proposes the construction of a municipal office wing adjacent the Roxbury courthouse, a new municipal office building in Dorchester, and remodeling of the Roslindale municipal building. These three facilities will provide office space for client contact and supervisory staff work and meeting rooms for public gatherings.

condition of present municipal buildings

Under present law a "municipal building" is any structure which houses two or more agencies. Most of these buildings contain a gymnasium, perhaps an auditorium or wardroom, and public baths. Five have library spaces of a sort; sometimes space is given to health units; and, in one case, to a police station; in the Maurice J. Tobin building one wing is accupied by welfare department offices. Because these buildings, except the Tobin, were built at least forty years ago, their design is outmoded for their use. The recreation areas in these buildings, while excellent for nineteen hundred and ten physical fitness concepts, are not adapted to modern community center concepts. A great many of the buildings are in great need of substantial repair and refurbishing, are unattractive, and inefficient.

disposition of existing municipal buildings

The oldest municipal building, Arcadia Street near Fields Corner, was built in eighteen hundred and seventy-five and houses a library and a police station. Provision has been made in the program for new facilities for each, and it is recommended that this building be razed as soon as vacated. It is suggested that the site be turned over to the health department for erection of a new health unit.

The Tyler Street building has already been vacated by the library and now houses several private organizations as well as public baths and a makeshift recreation center. Much of the population served by this building has been, or will be, displaced by urban renewal and expressway construction. This program includes a modern community center in the South Cove more centrally located and adjacent to school and playgrounds. Tyler Street, therefore, should be sold to the Redevelopment Authority for other uses.

The Uphams Corner building will be replaced by new community centers in Roxbury and North Dorchester and a new branch library. In Jamaica Plain a new health unit will be built freeing space in Curtis Hall, and it is recommended that this building be transferred to the Parks and Recreation Department. Similarly, in South Boston, when new court facilities are provided, the Broadway building should be transferred to the Parks and Recreation Department for a community center.

The Vine Street building, Roxbury, will be vacated in favor of a new library and a new school-community center and should then be abandoned. The dingy, old four-story Lexington Street building in Charlestown should be vacated, and be replaced during the renewal project with a new field house and community center adjacent a new Mystic Channel playfield.

The J. J. Williams building in the South End will be vacated for a new branch library and new school-community center during the South End renewal project and will then be converted to a health center. Hyde Park is to be used for recreation and health department purposes, and the Tobin building will be continued in its present uses. The Brighton building will be abandoned eventually, as will East Boston when their functions are replaced by new community centers.

allston — an exception

An exception to the new concept of municipal buildings as office structures is in Allston. This neighborhood, north of the Boston and Albany railroads, is an isolated section of Brighton, which in turn is isolated from Boston. Turnpike construction along the railroad right of way will reinforce this isolation. The community facilities in the heart of Brighton, around Market and Washington Streets are over a mile away from and really inaccessible to Allston residents.

The library department plans to move its Allston branch into this area and transform it into a community-minded, community oriented facility serving family groups. To reinforce this, it is proposed to create adjacent the library a facility containing a health sub-unit and a small community center specializing in service to the oldest and youngest groups of citizens. Centering library, health center, and recreation in one spot will create a focus of civic interest for this community. If possible this location should be not far from the Gardner elementary school.

summary of changes proposed

This program reduces the present number of municipal buildings under the public buildings division from fifteen to six. Seven existing buildings are to be abandoned, four to be transferred to sole occupancy by other city departments, and three new ones to be constructed.

miscellaneous

It is also recommended that the Church Street facility used for Long Island admissions be abandoned and this function transferred to City Hospital. Finally, the Haymarket Relief Station will be sold to the Redevelopment Authority in nineteen hundred and sixty-three.

cost estimates

Cost estimates for Roxbury and Dorchester are based on twenty-five dollars a foot times estimated gross footage. For Allston the estimate is a prorating of community center and health center costs.

Arcadia Street Municipal Building Near Fields Corner, Dorchester (1875)

Highway Department

twenty-year replacement program

There are about seven hundred and forty miles of city streets in Boston, all carrying constantly increasing loads of traffic. The average useful life of a road surface is estimated at twenty years. Some roads subject to heavy truck traffic do not last nearly that time before they begin to crack, settle, and break up. Other roads have shorter life due to the increasing volume of traffic — and traffic has been increasing ten per cent annually since nineteen hundred and fifty-five, and is expected to continue this increase.

To replace road surface once each twenty years on a regular schedule will require thirty-seven miles of reconstruction annually. Based on current average costs of eighty thousand dollars per mile, this means three million two hundred thousand dollars every year.

backlog

In the nineteen hundred and fifties annual spending for public ways totalled about two million three hundred thousand dollars a year. Shortage of funds and shortage of manpower led to a backlog of reconstruction projects.

The highway division recently has been making efforts to catch up, but a five-year backlog of projects still exists. This backlog will require about fourteen million dollars and should be overcome in the next few years. Elimination of this backlog by nineteen hundred and seventy will require one million seven hundred thousand dollars per year.

streets and the image

The appearance of a city's streets is a significant component of the image the city projects to its citizens and visitors. Smooth street surfaces, well-lighted, wide enough for cars to pass easily, and with readable street signs and visibility at at intersections generate a feeling that the city is well-run and progressive. Thus, Boston's renewal must include significant improvement of streets.

proposed improvements

The proposed five million five hundred thousand dollar annual public ways program will give attention to improvement of intersections and traffic flow, to more built-in safety factors, and to widening and/or installation of median strips where necessary. The program will include some realignments where necessary, straightening of curves, and construction of additional curbs.

In some renewal areas totally new street patterns will be required, including some street closings, and construction of new roads. Through-traffic must be routed around instead of filtering through residential areas. New expressways may demand a reorientation of access and border roads, or upgrading of streets from secondary to major routes. In renewal areas the visual impact of streets will be improved through redesigned "street furniture" — poles, signs, signal boxes, litter baskets, lamps, and the like — the aim being to make a street attractive, uncluttered, and consonant with its surroundings. Regarding this last point, the redevelopment authority and public works department are planning to develop contracts for street furniture design in renewal areas, and, thereafter, to undertake one or more pilot projects to test new design.

It is estimated that a little less than fifty per cent of the five million five hundred thousand dollar program will be spent in renewal areas. This estimate is based on experience to date in Government Center and Washington Park, where about three million dollars in work is proposed, and on the further assumption that while renewal areas include only twenty-five per cent of the city's land area, these areas' streets require more work per mile. The work level of the public works department now is about four million dollars. Under the proposed program's terms it will rise to five million five hundred thousand dollars in three years.

street light proposal

The public works commissioner proposes to install street lights. Under present law a city may borrow through urban redevelopment loans for street light installation inside renewal areas. For installations outside renewal areas, cash appropriations would be necessary since no other borrowing authority exists. Five hundred thousand dollars annually for installation of lights in renewal areas has been included in this program. Before the city undertakes installation a study of the advantages and disadvantages of the present system should be concluded.

bridges

The city must provide and maintain many bridges. The costs of refurbishing or reconstructing these is included in the five million five hundred thousand dollar program. Some are major projects. First, the city in nineteen hundred and sixty-three must construct a bridge on realigned Dalton Street at the western edge of Prudential Center and the civic auditorium, carrying the street over the turnpike and the B. & A. right-of-way to connect with Boylston Street. This is an essential portion of the Prudential Center project.

Secondly, in connection with the reclamation of the Fort Point Channel and plans for discontinuing navigation there, it may be necessary to reconstruct the Northern Avenue, Congress Street, and Summer Street bridges. The redevelopment authority now is considering the feasibility of a renewal project for the entire Fort Point Channel-South Bay area, to tie it in with the Downtown project and plans for the new stadium. It may be possible, then, to include reconstruction of these bridges in the project and obtain federal financing. Such support is not counted in the financing scheme proposed here, because this project is not yet a reality.

Water System

the system today — a description

Boston's water division maintains around one hundred thousand water meters, thirteen thousand hydrants and more than one thousand miles of supply and distributing watermains. As in other old cities today's Boston has inherited much of this physical structure from the nineteenth century, when needs and technology were different. Today's citizens use much more water for bathing, drinking, cooking, washing clothes, dishes, and automobiles, sprinkling lawns and gardens, than their grandparents did. In the second place, the distribution of population density today is far different from when most of the system was built. More and more people live in the newer, southern areas of the city, and it is here that most of the recent extensions of lines have been needed to keep pace with development.

Much of the piping in Boston is very old — eleven miles of lines over one hundred years of age. Age itself is, of course, no absolute criterion for replacement, but it is a warning signal. Along the older lines it should not be necessary to wait until an irate householder finds he has no water service before replacement is undertaken.

water lines and public ways reconstruction

The practice of the public works department is to inspect, clean, and cement-line, if necessary, the water pipes in streets undergoing reconstruction. It is efficient to do street and water line work at the same time. The proposed nineteen hundred and sixty-three to nineteen hundred and seventy-five program recognizes this, and funds are programmed each

year on this theory. Thus, increased road building means a bigger water line improvement program.

survey

There is, actually, limited knowledge of the conditions of some of Boston's water supply lines, although readings can be taken on flow at various points. One of the important projects listed in this program is complete city-wide water systems survey. This may perhaps be financed two-thirds by the federal government under the community renewal planning program to be undertaken by the Boston Redevelopment Authority. The results of this survey will guide expenditures in the proposed nineteen hundred and sixty-three to nineteen hundred and seventy-five improvement program.

proposed improvements

It is estimated that there are one hundred miles of old six-inch diameter pipe remaining, mostly cast iron, and subject to rust and scaling, which cut down water flow. Eventually all these should be replaced by modern eight-inch concrete-lined pipe. This could be accomplished over the next eight years at five hundred thousand to seven hundred and fifty thousand dollars per year, based on a cost estimate of forty thousand dollars per mile.

Larger mains can be cleaned and cement liners installed, at less cost than new pipe, to increase the serviceability and life of the main. To cement-line approximately two hundred miles of pipe over the next eight years, at twenty-five thousand dollars per mile, will cost between six hundred thousand to seven hundred and fifty thousand dollars per year.

It will be necessary to extend additional high-service lines providing enough pressure to reach high-rise buildings and other structures above the Boston base without installation of costly and unreliable auxiliary pumping stations. There is need to extend the larger twenty-four inch and sixteen inch main distributors and relay them throughout most of the renewal areas. Five hundred thousand dollars per year has been allocated for these two efforts based on preliminary engineering studies done for Charlestown GNRP, Government Center, and the remainder of the Downtown North GNRP.

Replacing one hundred hydrants (out of thirteen thousand) will cost thirty thousand dollars per year. There will be a few special projects, such as running a special leader line to Charlestown through the new Warren Avenue dam of the MDC, estimated to cost two hundred thousand dollars. Also possible is an extension of the present high-pressure fire hydrant system, now covering a large portion of the downtown core area, to the rest of the core area and along the turnpike to Back Bay. This system adds to the efficiency of the fire department, eliminates additional pumper trucks and fire-fighting manpower, and has a favorable effect on fire insurance rates. The need for this service in Back Bay arises in the high-value construction now in progress.

annual spending program

For all the proposed work, a two million dollar per year spending program has been estimated. Presumably the water division will reach this level by nineteen hundred and sixty-seven, building up from its present spending level of five hundred thousand dollars a year.

Cost estimates to achieve this level are based on figures supplied by the water division as to costs per mile for various types of work. These estimates were coordinated with the preliminary engineering studies done by the Redevelopment Authority's consulting engineers in some of the early renewal projects.

Sewer Service

current condition — a description

Boston has one thousand three hundred and forty miles of sewers with twenty-five thousand catch basins and thirty-five thousand manholes. Most of this system was built before the advent of the MDC, which was created in part because of public outcry over unsanitary conditions in the tidal rivers of the area. Some of the sewer lines carry only storm water, some only raw sewage, but a great proportion collects both together. Only Charlestown and East Boston are served by the North Metropolitan Sewer now running to Deer Island, while Brighton, parts of Back Bay and Roxbury, West Roxbury, and Dorchester and all of Hyde Park feed the South Metropolitan Sewer, being extended to Deer Island. The remainder of the city now flows its sewage into Boston's own main drainage system at Moon Island, and will flow its waste into the MDC Deer Island system in the near future.

A portion of the city's main interceptor line under Massachusetts Avenue near the South Bay collapsed recently causing a major caving of the street. These old interceptors are constructed of brick work for the most part; some are even wooden, in Charlestown for example. Their present condition can range from excellent to abysmal. No one really knows what their condition is — which are ready to collapse — where raw sewage seeps into the ground.

survey

To replace all main interceptor lines would cost over one million dollars per mile. Thirty miles of line would mean thirty million dollars, an expense the city cannot bear at this time. However, the city can survey the interceptor system and all its other lines and establish a program of first priorities. The public works department proposes a survey of the entire system. Two-thirds of the cost may be paid from federal funds under the community renewal program to be undertaken by the redevelopment authority.

annual spending program

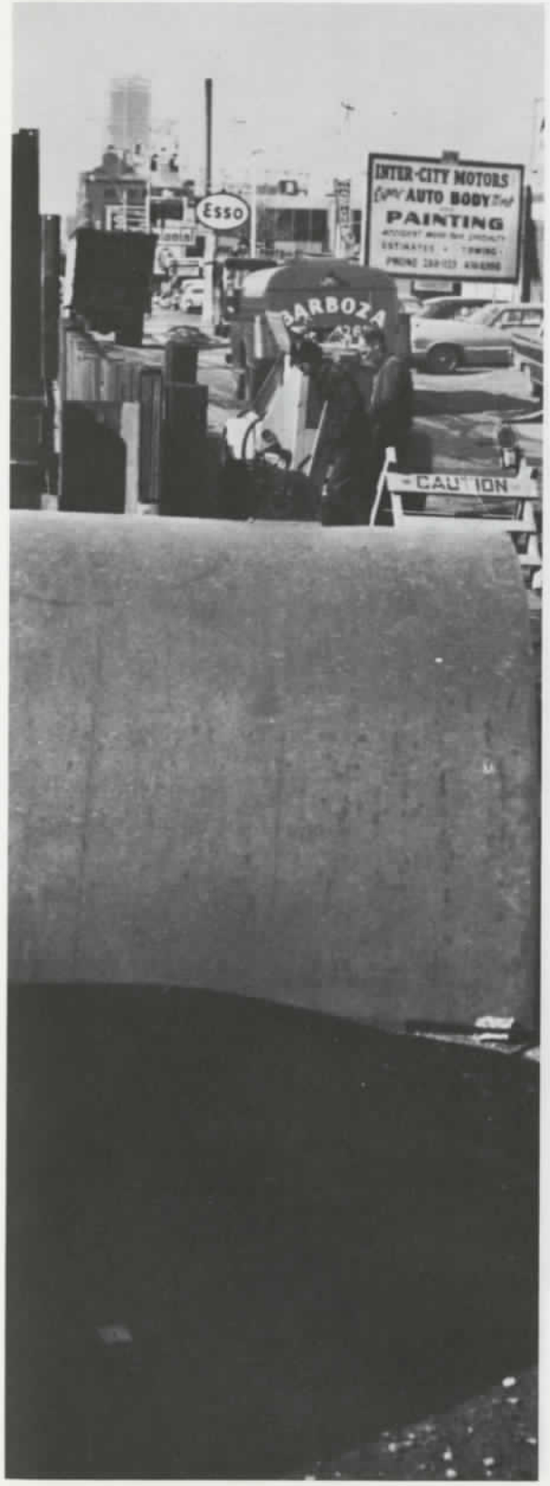
For the nineteen hundred and sixty-three to nineteen hundred and seventy-five program, preliminary engineering studies in early renewal areas, experience of public works department service engineers, and earlier consulting studies have been utilized to produce an estimate that the city should spend two million dollars a year. The present program is one-half million dollars a year. It is increased to one and one-half million dollars in nineteen hundred and sixty-three and to two million dollars each succeeding year. This work does not include betterments — a service rendered to private individual households by the city and charged directly to that householder.

proposed improvements

Five hundred thousand dollars is anticipated for replacement of main interceptors each year. For continuing the program of enclosing hazardous and trash-laden open brooks, one hundred and fifty thousand dollars a year has been programmed. Three hundred thousand dollars per year is scheduled for extension of service into new areas, based on past program levels which have accomplished three miles of new drains each year.

The city makes provision for direct flow to the harbor of surface water overloads resulting from heavy storms. These outfalls are fitted with tide gates designed to keep sea water from flowing into the system. The majority of tide gates are now over fifty years old and are frequently in a dilapidated and inoperative condition. The sea water entering increases the pumping load and costs. It will also increase present and future MDC charges to the city by increasing the flow into the MDC systems. Three hundred thousand dollars has been estimated over the period nineteen hundred and sixty-three to nineteen

Emergency Sewer Repairs on Massachusetts Avenue



hundred and seventy-five for replacement of these gates and regulators. Most of this expense will occur in renewal areas of the city where the gates are oldest and most changes in use and density have taken place.

A certain amount of sanitary and storm drainage separation will be undertaken where capacity studies show this is essential, and all new installations will be separate; but no wholesale separation is proposed because of costs to both the city and to property holders, many of whom would have to separate their service system to conform to separate street installations. Where streets are reconstructed sewer lines will be replaced, separated, or reconditioned if necessary.

It is estimated that work in conjunction with renewal projects will require five hundred thousand dollars in the first year, and, thereafter, about eight hundred and fifty thousand dollars a year. This projection is extrapolated from preliminary engineering studies showing that two million dollars in sewer work will be needed in four renewal areas — Washington Park, Charlestown, Government Center, and the remainder of the Downtown North GNRP. About two hundred thousand dollars per year should be sufficient for rehabilitation and minor repairs to the system outside renewal areas.

A major project proposed in nineteen hundred and sixty-six is reconstruction of the Union Park and Albany Street pumping station. Built in nineteen hundred and fifteen, this pump alleviates flooding in the low-lying, filled area of the South End and Downtown by taking excess storm water and pumping it into the South Bay. The reclamation of this area and replacement of the open channel by a culvert will affect this station, besides which it is already obsolescent for its purposes. Four new pumps and a pump house will cost an estimated two hundred and twenty-five thousand dollars.

Sanitary Division

history and current condition —a description

The necessity for a second incinerator has been apparent for some time. Ten years ago the General Court recognized the need for incinerators in the metropolitan area. Chapter five hundred and fifty-nine of the Acts of nineteen hundred and fifty-two empowered the MDC to construct regional incinerators with the approval of the municipalities concerned. Plants serving Boston were to be located at Southampton Street, where the city eventually built its own incinerator, on the Neponset River, and in Watertown. In nineteen hundred and fifty-three the city planning board recommended the city construct the South Bay incinerator and endorsed the Watertown and Neponset MDC incinerators. During all this period the city planning board continued to urge construcution of a second incinerator in Dorchester.

It has been obvious for some time that Boston, with its high population density, is out of available land for open dumps, and that, with a shrinking tax base, it is undesirable to tie up large portions of land for dumping except as a temporary reclamation measure. Open dumps are nuisances, are detrimental to public safety and health, are probably generators of rodents and other vermin, and depress surrounding land values. The incidents at Columbia Point in nineteen hundred and sixty-two are painful evidence of the problems open dumps pose.

Nineteen hundred and sixty-two legislative action on Columbia Point dumps has made the construction of a new incinerator a first priority. The urgency of new construction is further justified by the difficulty of giving away or even paying hog raisers to take garbage, and the disposition of new large amounts of discarded wooden beams and planks, and other waste created in demolition for Boston's new construction.

proposed improvement

Funds have been provided in this program for design in nineteen hundred and sixty-three and construction in nineteen hundred and sixty-four and nineteen hundred and sixty-five of a second incinerator. Considerable care must be exercised in determining the proper location, the size, the access to, and the design of an incinerator. Thought has to be given to sale of steam power generated, as in the case of the first incinerator constructed. The relationship of a new facility to its neighborhood will be a problem too.

Four million dollars is the cost estimate developed by the Public Works Department. This is based on an anticipated capacity of eight hundred tons per twenty-four hour day, and includes one hundred thousand dollars for purchase of a two-acre site.

Headquarters Facility

history and condition — a description

The present public works headquarters buildings stretching along Albany Street present a depressing picture. They are ancient and decrepit, within are much waste space,

unpleasant working areas and safety hazards. The public works department believes that no time should be wasted in vacating these structures. The department feels that its workmen cannot continue to perform efficiently and effectively in this environment.

The present headquarters buildings include relics of Civil War days and the presidencies of Johnson and Grant, and converted barracks, stables and haylofts. Brick facings are mortarless, with sections weak enough to topple at any time. Ancient steam pipes are a safety hazard. Heating systems run the gamut from pot-bellied stoves to incinerator steam piped in via City Hospital, and have in common the quality of being ineffective. Toilet facilities are much too few for the number of employees and are inconveniently located. Many areas are unusable, and the electrical system is barely adequate.

For the water division present yard storage space and parking area is sufficient only at current levels of operation, which have declined in recent years but which must go up if the scheduled water system improvements program is carried out. Personnel locker-spaces are inadequate; stairways are dark; the slate roofing is in poor condition; and window sashes are badly deteriorated, causing heat loss.

The sewer division is housed in a wooden barrack. Offices have an oil-fired hot water heater, but the adjacent personnel area has no heating facilities at all. Forty employees must use one small lavatory off the office.

In the highway division building the employees have the benefit of another pot-bellied stove in an old hayloft. In the main building a new hot air heating system was installed twelve years ago, but is inadequate to maintain comfortable working conditions. In the yard there is insufficient space for storage of equipment, except when large snow blowers are distributed around the city during the winter months. Throughout this area, under certain conditions a pervasive odor of gasoline from an undefined source has long been noted and cannot be traced.

The five-year old heating system and rewired electrical system in the repair shop are reasonably adequate, but its one tiny toilet room is falling apart. A maze of lally columns and posts hold up the upper floor making it difficult to drive in equipment, especially when navigating a wildly uneven floor. This floor is of tar, reportedly poured over hay.

The sanitation division has a one-story structure moved in from elsewhere ten years ago and remodeled then. This is a decent building, but its garage next door cannot serve for anything but storage. The garage has no heat; toilets are inoperative; the elevator has been condemned and is not used, while the twisting stairways are fire hazards, and the lighting is poor.

These buildings have been in this condition for many years. The headquarters is probably the most inadequate, outdated facility in the city, and it does not belong in the new Boston.

re-use of present headquarters site

The land occupied by the headquarters structure is the best site for the necessary expansion of city hospital facilities. As discussed under that department, funds have been available since nineteen hundred and fifty-seven for construction of a hospital service and maintenance center which would be located on property now occupied by public works. The hospital's proposed new nursing school and residence should be located on this site too, as should a parking garage to serve the entire complex of City Hospital, Massachusetts Memorial, and Boston University Medical School.

relocation of headquarters

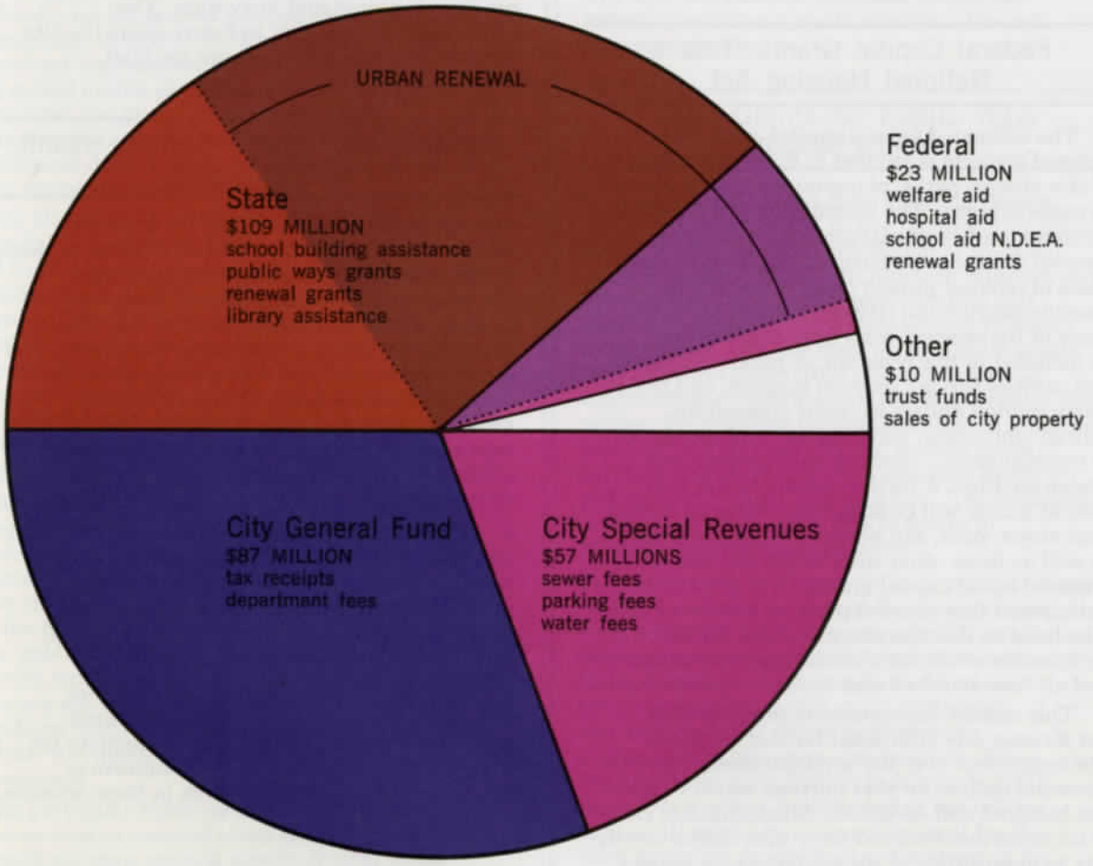
The public works department proposes to relocate the entire Albany Street yard. The vehicular maintenance shops now in Roxbury could be integrated also with the headquarters functions upon relocation. New headquarters should provide sufficient outdoor storage area for all Public Works Department equipment, in addition to parking areas for the employees. Shops will be modern, well-designed, heated and lighted for comfort and efficiency, with modern machinery and adequate workspace for the job. Secure and adequate storage will be provided for parts and tools. Office space will be convenient to shops and efficiently designed. Employees will have decent working conditions and all the necessary sanitary and shower facilities for their health and self-respect.

Legislation has been filed to enable the Commonwealth to turn over to the city for this purpose land adjacent to the South Bay incinerator, which extends to the expressway's right-of-way, and on Atkinson Street next to city-owned property now used by the traffic and parking commission. The department estimates the new headquarters will cost one million eight hundred thousand dollars. One hundred thousand dollars has been programmed for design in nineteen hundred and sixty-three; construction will be in nineteen hundred and sixty-four and nineteen hundred and sixty-five.

The Former Dumps on Columbia Point
Beyond the Housing Project

Sharing the Expenses

Sources of Financing $287 million



A capital improvements program of this magnitude can only be realized if sources of financing other than the property tax are utilized to the fullest extent available. This program therefore assumes the use of several such revenue sources:

State Assistance

urban renewal

One assumption is implicit in the projection of renewal assistance: the construction of capital improvements and accomplishment of renewal projects will be so coordinated that all capital improvements will be accomplished within time limits permitted for renewal project work. Nor will the city undertake a renewal project without, at the same time, undertaking those capital improvements that are needed, sooner or later, in that area. This assumption is a basic one for this entire program.

Under the terms of Chapter One hundred and twenty-one of the Massachusetts General Laws, the Commonwealth recognizes the financial difficulties of the cities and towns and assumes responsibility for up to fifty per cent of the required local share of renewal projects. The present statutory limit on this aid (one million five hundred thousand dollars per year) is based on needs at the time the act was passed in nineteen hundred and sixty-two arising from then approved urban renewal projects.

It is quite clear that the nineteen hundred and sixty-two approved projects represent, both in Boston and elsewhere in the Commonwealth, a quite limited program which would not finish the task of eliminating blight. Considering the major federal and local expenditures assigned, the state's investment in better communities will be well worthwhile. As urban renewal continues in this state, the partnership will also continue. Therefore, fifty per cent state renewal aid has been applied in this program to the cost of eligible capital spending within the Authority's proposed renewal areas.

assistance for school construction

The amount of state school building aid for the construction of the public schools proposed in this program has been estimated in accordance with the Harvard study "Boston Schools nineteen hundred and sixty-two." The present state grant for Boston is the minimum, thirty per cent of construction costs. This program assumes only the continuation of that percentage

— a conservative assumption.* This program also assumes that state school building assistance will be paid for each school constructed in the city, and that school design will therefore meet acceptable standards.

assistance for library construction

It is expected that the Commonwealth will assume its fair share of the proposed expansion of the central library. The first purpose of this expansion will be to equip the central library to serve effectively as a regional reference center for the Eastern Massachusetts region, a population of three million eight hundred thousand. The library serves in this role under Chapter Seventy-eight, Massachusetts laws, which provides for regional reference centers and allots the sum of twenty-five cents per capita from the state budget for operating expenses attributable to the reference center. This law should be broadened to include state reimbursement of capital costs. (For the purposes of calculation it was assumed that state reimbursement will be paid on the same basis as school building aid.)

the use of state renewal and education reimbursements

State school building grants are paid to the city over a period of twenty years, commencing in the first year after the city issues its bonds. This is also the method proposed for library assistance. State renewal grants will be paid to the city over a period of twenty years, commencing the year in which the state approves the renewal project loan and grant contract. In the case, therefore, of all schools, the city puts up the entire cost of the school, guarantees the borrowing of this sum against its general fund, pays principal and interest out of general fund revenues, and is reimbursed one and one-half per cent of construction costs for twenty years thereafter. The initial outlay is, thus, all upon the city, and the obligation of the bonds rests totally upon the city's credit. A similar system operates in the payment of state aid for renewal and would for library assistance as well.

The problem is then that the city must obligate itself and its tax structure for the state share of renewal and school construction costs, as well as bearing the interest costs on the total debt. This is a substantial burden on the city, and its credit.

Legislation could be drafted to improve the city's situation: first, with reference to renewal bonds, a provision similar to that sponsored by the governor of the Commonwealth in nineteen hundred and sixty-one, which permitted a moratorium on the payment of principal during the early years of a renewal project; second, with reference to school, library, and renewal bonds, provision that state payments could be segregated as a trust fund for the bond debt service, with a guarantee from the Commonwealth to the investor of that portion of bonds backed by state payments. The advantages of these proposals are: one) the delaying of the burden of renewal financing to the point where income to the city from added tax base will cover part of the debt service, and two) the improving of the credit of the city by clarifying for the investor the state's share in school and renewal construction. These and similar possibilities should be thoroughly investigated. More detailed discussion of these points follows in Chapter Eleven.

Federal Capital Grants, Title I, National Housing Act

1. The estimated federal capital grant for renewal projects is applied to the construction of city streets, parks, playgrounds, and playfields in renewal areas. The assumption is that almost all street, park, and playground construction in renewal areas can be financed out of the federal share of renewal project costs. This will be possible because the city can support its entire share of the renewal costs from construction, as included in this program, of public buildings and utilities serving renewal projects, and from thirty million dollars in credit claimed for college, university, and hospital land acquisition in renewal areas. (Section one hundred and twelve credits) A further assumption is that federal grants will be sufficiently large to include such street, park, and playground expenditures as well as those other costs which are normally financed out of capital grants. It is also anticipated that renewal projects will be scheduled so that the city can claim the full permissible credit for all building construction and all "one hundred and twelve" expenditures.

2. This capital improvements program does not forecast any additional burden for school site acquisition over the seven hundred and fifty thousand dollars for that purpose which Chapter one hundred and seventeen, Massachusetts Laws of nineteen hundred and forty-nine authorizes the city to appropriate in the annual school budget. First, the city's cost for land for renewal area schools will be minimized because the Redevelopment Authority can use federal funds to acquire and clear private property, and can then sell that property at the price of cleared land to the city. Second, it is estimated that over fifty schools now in operation in renewal areas will be abandoned and will be sold to the Redevelopment Authority at a total price of around three million eight hundred thousand dollars. Other school property outside renewal areas will also become available for sale. The city can use this sales money to acquire property for schools outside renewal areas. Finally, recreational areas surrounding schools can be acquired and developed in part out of federal renewal funds, and then donated to the city at no cost to the school department. Therefore, the net cost to the city for acquiring school building sites should be no more than the sum that normally could be budgeted under provisions of Chapter one hundred and seventeen, Massachusetts Laws of nineteen hundred and forty-nine. The recommendation is that in future years the city budget the permissible amount for land acquisition.

Federal Grants for Hospitals, Health, and Education

Federal grants are anticipated for financing certain nineteen hundred and sixty-three projects at City Hospital, the study of Long Island Hospital, and for construction of three health centers. The sum of eight hundred and fifty thousand dollars is estimated for the purchase of equipment in new city high schools under the National Defense Education Act. These projections are based upon existing federal legislation as interpreted by federal and state officials. Among the federal grants are the following:

a. *National Institute of Health Grants* for the construction of facilities in which research, training, control, and demonstration projects related to such diseases as neurological and metabolical ailments, heart, cancer, arthritis, and others are carried out.

b. *National Institute of Health Grants* for the construction of health science research facilities to expand an applicant's capacity for research in health sciences or to improve or maintain the quality of research in these sciences.

* *This assumption has already proved too conservative, for as this book went to press, the Commonwealth enacted Section one hundred and seventy-nine which increased the minimum grant of state school building assistance to forty per cent.*

c. *Hill-Burton and Wolverton Act* grants for the construction of public health centers, general hospitals, tuberculous, mental and chronic disease hospitals, including construction of diagnostic and treatment, rehabilitative, and nursing facilities for the chronically ill.

d. *Vocational Rehabilitation Grants* for establishing rehabilitative facilities or workshops for the physically handicapped, including facilities for testing, vocational therapy, adjustment, training, and evaluation of abilities.

e. *National Defense Education Acts* fund for the purchase of equipment necessary to teach sciences, languages, and mathematics in high schools.

The National Institute of Health grants are made directly by the federal government to applicant hospitals. Boston City Hospital has already received two hundred and fifty thousand dollars in actual grants or reservations for nineteen hundred and sixty-three and has made application for a further one million six hundred thousand dollars which includes the full cost of the proposed alcoholics' center.

The Hill-Burton and Wolverton Act funds are available through the Massachusetts Department of Public Health, to which the federal grants are made. Officials of the department indicate the Boston City Hospital would have a top priority for that portion of funds devoted normally to teaching hospitals. If, as proposed, the state eventually becomes responsible for the hospital, it can use federal grants to support training of nurses and doctors.

The nineteen hundred and sixty-three to nineteen hundred and seventy-five capital improvements proposal forecasts the use of federal funds for the construction of three health centers, since such construction is eligible under the Hill-Burton Act. State officials indicate that if the City of Boston were to make application for public health center grants, the application would receive an "A" priority, because few health centers are being constructed in the state. The problem here is to develop an adequate program which will qualify a Boston health center for assistance.

The particular three centers chosen are those not located in renewal areas and therefore would not earn renewal credits if local funds were spent for them. It would not be in the city's interest to apply for such grants in renewal areas when local expenditures there are eligible to earn twice as much federal renewal capital.

The Boston School Committee has received some National Defense Education Act funds over the past four years for purchase of equipment necessary to instruction in science, mathematics, or languages. It is assumed that it will also receive such grants when it constructs the proposed campus high and trade-cooperative schools. A minimal amount has been included in this program, but a vigorous effort on the part of the school department might secure more extensive assistance.

There is every indication that federal interest in health, hospital, and educational programs will continue to grow. City Hospital, as an institution with a key partnership with medical schools; the campus high school, with its proposed multiple-track course work, and the Boston health centers as these are conceived here will offer the kinds of programs which the federal government would stimulate through increased grants.

State Grants for Public Ways Construction

Normally the state has been granting Boston four hundred thousand to five hundred thousand dollars a year for the construction of so-called Chapter Ninety Roads. In nineteen hundred and fifty-six and again in nineteen hundred and sixty-two under so-called Accelerated Highway Construction Acts the state made special grants to Boston and other cities and towns for the construction of public ways. Boston received two million five hundred thousand dollars in nineteen hundred and fifty-six and one million seven hundred thousand dollars in nineteen hundred and sixty-two under this program. The authority under the second Act is due to expire in nineteen hundred and sixty-five.

It is assumed that Chapter Ninety contributions will be continued at least at the present level even if these are not increased for the coming decade, and that in nineteen hundred and sixty-six and nineteen hundred and seventy the Commonwealth will make additional two million dollar grants to Boston for accelerated public ways construction. Thus, the total state contribution to Boston's public ways construction is estimated at ten million dollars. It might be more economical for the state to realize the necessity of increasing the regular Chapter Ninety grants to the cities and towns and eliminate the need for such emergency, accelerated program acts.

The assumption is that in most instances state aids available under both Chapter Ninety and accelerated public ways acts will be used for street work outside renewal areas, where no state and federal urban renewal assistance is available. As in the past, it is assumed that two hundred and fifty thousand dollars of the nineteen hundred and sixty-six and the nineteen hundred and seventy grants will be used for traffic control purposes, also outside renewal areas.

Sale of City Property

It is estimated that six million five hundred thousand dollars will be realized in the sale of existing city buildings other than public schools. This sum will be used to offset costs for new construction of public buildings and is based upon the assessor's valuation of public buildings to be replaced by such new facilities.

Receipts from sales of public schools are not included in the six million five hundred thousand dollars because income from those sales will be used for the purchase of new school sites as explained above. Nor does the figure include any other receipts except those from the sale of buildings which this program recommends be abandoned.

There doubtless will be additional sales, either of vacant property or other unused buildings owned by the city, but it is not possible to estimate that income at this time. Neither, however, has it been possible to estimate accurately the cost of site acquisition for public buildings other than schools. Some of those buildings may be constructed on land now owned by the city, and some on land to be purchased. For the purposes of the nineteen hundred and sixty-three to nineteen hundred and seventy-five projections it is assumed that these additional receipts will balance site acquisition costs not included in construction estimates, or computed too low.

Special Revenues

Sewer, parking, and water facilities will be financed ultimately out of user fees charged for those services. Under this assumption the entire cost of the proposed parking garages — twenty-seven million dollars between nineteen hundred and sixty-three to nineteen hundred and seventy-five — the two million dollar annual outlay for sewers, and the two million dollar annual outlay for water lines has been carried as a cost financed by special revenues.

income departments

Both the Sewer and Water Departments are budgeted now as "income departments." Under this accounting practice sewer and water revenues must be sufficient to cover all sewer and water costs. It is likely that water and sewer income will increase over the next years as the trend in usage continues upwards, and as improvements and extensions are made to the systems.

Water revenues totalled nine million dollars in nineteen hundred and sixty-two, and an estimated nine million dollars in nineteen hundred and sixty-three. This sum, with anticipated increases, should be sufficient to permit cash financing of a two million dollar annual improvement program, despite the increase to one hundred and twenty dollars per million gallons in MDC water rates.

Sewer revenue commitments totalled three million two hundred thousand dollars in nineteen hundred and sixty-two and three million five hundred thousand dollars in nineteen hundred and sixty-three. These revenues will increase too, but neither the present sum nor the increase will be sufficient to permit total cash appropriations for sewer improvements. Therefore, this program proposes continued borrowing for sewer work.

Peak debt service will be about one million five hundred thousand dollars in nineteen hundred and seventy-one. Where sewers are installed in urban renewal areas it is recommended that the Commonwealth's renewal grant covering half the cost of those sewers be treated as income to the sewer account. The renewal grant for sewers is estimated at two hundred and seventy thousand dollars in nineteen hundred and seventy-one. Therefore, the net debt service on sewer borrowing should be about one million two hundred thousand dollars. This sum can be met out of sewer income.

parking garages

The capital improvements program proposes the construction of eleven public garages and assumes that each will be a lease-rental operation, so that all debt service for the garages is at least balanced by lease-rental income to the city.

The city should not construct public garages which cannot be operated as self-sustaining enterprises under lease-rental arrangements. The city's needs for other new facilities and the cost of maintaining an MTA system are of such magnitude that the taxpayer should not be asked to undertake annual garage subsidies too.

Trust Funds

Three million eight hundred thousand dollars of the proposed library building program will be financed out of trust funds created for the central library's expansion. No additional private donations have been forecast in the capital improvements program, although it is possible some additional gifts from private citizens or foundations may become available for library, health, or recreational purposes for example.

Other Departmental Revenues

Some departmental revenues available to the city will be increasing, in the years ahead. One most likely instance is court fines, forfeits and recognizances; others are income to the register of deeds, parking meter receipts and fees for building construction permits.

These receipts will be needed first of all to cover the higher operating costs of the city, and secondly, to stabilize the tax rate over a period of years. If these two needs are satisfied, then any excess of revenues over tax bills receivable, at the close of a year can be applied to the payment of debt service on capital spending. If used for debt service on bond issues, an annual one million dollar excess would finance twelve million dollars in bonds at present interest rates.

The city is prevented by the terms of the Funding Loan Act from budgeting expected departmental revenue increases. Thus, increases which do occur will not be needed for current expenses in the year received, have no planned use, and can, if desired, be appropriated for capital spending. It might be pointed out that an annual one million dollar excess in city fees each year will finance twelve million dollars in bonds under present borrowing costs.

City General Tax Funds

The remainder of the costs will have to be raised out of general fund tax receipts. This portion with fee income available represents only thirty per cent of the total program's cost or eighty-seven million dollars.

Of this sum, present unissued bond authorizations and unused bond proceeds total seventeen million dollars. Recommended additional spending against these funds totals seventy million dollars over the period of this program.

Total new city bond authorizations needed will total one hundred and ninety-five million dollars but seventy-three per cent of these can be offset, in effect, by state reimbursement and special revenues.

The nineteen hundred and sixty-three to nineteen hundred and seventy-five program includes all new undertakings in that period. It does not include city hall and the municipal auditorium. The auditorium was under construction and the city hall well into design by the end of nineteen hundred and sixty-two. The burden of the two projects' debt service is estimated at two million two hundred thousand dollars in nineteen hundred and sixty-six, their peak year.

Incorporating the debt service for these two projects with all past borrowing and this proposed program, subtracting, then, offsetting revenues that have been forecast, the total net debt at most will be no more than fifteen million eight hundred thousand dollars. Assume a three and one-fifth per cent annual increase in operating costs during the period of the Development Program on the basis of the Boston Bureau of Municipal Research's nineteen hundred and sixty to nineteen hundred and seventy operating cost study, then net debt service payments as a ratio to net general fund expenditures will be no different in nineteen hundred and seventy-two than in nineteen hundred and sixty-two. In round numbers gross debt service, now twelve million dollars, will increase to twenty-four million dollars, but net debt service will increase only from nine million dollars to fifteen million six hundred thousand dollars.

There is, and will continue to be, increasing visible evidence of Boston's rebirth in the form of new structures and the rehabilitation of old structures. It is too early as yet to make a sound projection as to increased property tax revenue from this process.

This report demonstrates how extensive Boston's capital improvement needs are, and the least "expensive" way for Boston to meet them.

Table III. Financing the Program* (in thousands)

	Total	1963	1964	1965	1966	1967	1968	1969	1970-75
Total Program:	286,759	45,092	37,877	40,706	36,426	34,998	30,093	26,582	34,985
1. Boston's Net Share	151,004	23,063	18,735	24,530	16,639	19,694	16,033	13,559	18,751
a. General Fund Revenues	87,292	10,547	13,748	16,963	8,508	9,472	5,754	7,874	14,426
b. Special Revenues	57,215	9,550	3,940	6,700	7,525	10,000	10,000	5,500	4,000
c. Sale of City Property	6,497	2,966	1,047	867	606	222	279	185	325
2. State Share	109,161	17,890	15,809	13,520	16,311	12,410	9,801	9,939	13,481
a. School Building Assistance	29,363	4,165	4,476	4,164	4,278	2,211	1,686	3,337	5,046
b. Urban Renewal Assistance	66,529	11,281	10,758	8,856	8,333	8,349	6,665	6,102	6,185
c. Public Ways Assistance	9,769	2,444	575	500	2,500	500	500	500	2,250
d. Library Assistance	3,500				1,200	1,350	950		
3. Federal Share	22,794	3,639	1,333	2,656	3,176	2,894	3,259	3,084	2,753
a. Urban Renewal Grants	18,275	1,707	746	2,506	2,276	2,894	2,709	2,684	2,753
b. Other Grants	4,519	1,932	587	150	900		500	400	
4. Trust Funds	3,800	500	2,000		300		1,000		

Table III. Appropriation Source* (in thousands)

	Total	1963	1964	1965	1966	1967	1968	1969	1970-75
Total Program:	286,759	45,092	37,877	40,706	36,426	34,998	30,093	26,582	34,985
1. Federal, State and Private Direct Grants	36,363	6,583	3,908	3,156	5,976	3,394	4,759	3,584	5,003
2. Boston	250,396	38,509	33,969	37,550	30,450	31,604	25,334	22,998	29,982
a. Prior Authorizations and Cash Available	17,224	13,604	2,175	500	500	100	115	115	115
b. New Cash Appropriation	31,664	3,082	4,156	4,648	3,882	4,128	3,494	3,720	4,554
c. Proposed New Bond Authorizations	195,011	18,857	25,591	31,535	25,462	27,154	21,446	18,978	24,988
d. From Sales of City Property	6,497	2,966	1,047	867	606	222	279	185	325

* *See Appendix D for breakdown by individual departments (Table III).*

Every effort has been made, through urban renewal and other techniques, to minimize the cost to the Boston taxpayer. The question may still arise: Can Boston afford this program? The answer is "Yes"; the debt service burden will be proportionately no greater during this program than it is now.

It is not the purpose of this report to project the future increase of Boston's property tax base, either in the city as a whole or in the urban renewal areas in particular. It is obvious that without urban renewal, tax base has declined. With urban renewal it can be restored.

The question of securing necessary operating funds to provide a level of municipal services which will hold families and businesses in Boston is also outside the scope of this particular report. The need for financial aid from the Commonwealth for current operating expenses continues to be desperate for Boston and other cities. This need must be met; until it is, Boston has another seemingly easy choice in financing progress. It can ignore needs, postpone decisions and let the municipal plant continue to run down — but the cost of this is great. In the decade of the fifties, this meant an outward migration of one hundred and fifty thousand people, and hundreds of millions of Boston dollars invested in suburban areas which could just as well have been spent in the city.

Boston cannot move, but its people and enterprises can — and have. If Boston expects property owners and businessmen to stay in this city and to invest here, then the city itself must demonstrate its willingness to support adequate services to those citizens.

The analysis and projection of future resources and revenues for the city from property taxes and other sources require very extensive and specialized research. So do analysis and projection of operating expenditures. These are appropriately a part of the Community Renewal Plan (CRP). An application for funds for this purpose is being prepared at this present time, and should be submitted to the Boston Redevelopment Authority, the Mayor and the City Council by the end of nineteen hundred and sixty-three.

Design and Construction

The nineteen hundred and sixty-three to nineteen hundred and seventy-five program calls for a design and construction program which greatly exceeds the programs of the past twelve years: an average of twenty new buildings a year proposed against an average of three buildings a year in the past twelve; over twenty-five million dollars in annual capital spending proposed compared to eight million dollars annually for the past twelve.

Preparing plans, coordinating projects, selecting qualified consultants; judging quality and effectiveness of design, preparing numerous and complex bidding documents and contracts for construction; close inspection of projects under construction; approval of interim payments to contractors; final inspection and acceptance for the city: all these tasks are part of an efficient capital spending program.

Since nineteen hundred and fifty the School Buildings Department has undertaken only about fifteen million dollars worth of new construction. It is being asked to accomplish ninety-seven million dollars in new construction as well as a large repair and rehabilitation effort. The Police Department has not built a building since the nineteen hundred and thirties; it is being asked to undertake a program of five million dollars in new facilities. The Public Works Department has been carrying out a public ways program of about three million dollars a year; it is going to be increasing this to over five million dollars. The sewer program will be two million dollars against one-half million dollars yearly. Other departments are in similar situations.

The question which must be asked is: Can city departments undertake this vast program of design and construction within the framework of present staffing, when there are few if any qualified architects on the staff to review plans; and when administrative personnel must beg time from daily operating problems for design review, and construction supervision?

The answer is that Boston's municipal departments are not staffed or organized to carry out a program of this size effectively, efficiently, and economically. Wholesale, unplanned, and temporary expansion of each agency's separate staff is not the solution either.

Therefore, it is proposed that the position of city architect be created as a centralized position. The proposed city architect would have the responsibility for executing this capital improvement program once it has been approved by the responsible officials. He would be responsible for the supervision of design and construction of all buildings for the city except schools. Responsibility for the determination of programs would remain with the regular city departments and ultimately with the Mayor.

If the city seeks out a highly qualified and experienced architect with an outstanding reputation for design of sound, economical and workable buildings, he will earn his high compensation many times over. The cost of the architect and the small staff he would require would be more than offset in savings on construction costs and savings of the time of top supervisory personnel in the city departments.

One of the most crucial roles of this office would be assurance of creative design in municipal buildings. This design has to be compatible with the image of the new Boston and its role of cultural leadership. To this end it is recommended that a board of five notably qualified persons be used to consult with the architect on design. Presently, such a board is advising the Redevelopment Authority. This board's sphere of competence can be broadened, or the city art commission might be reorganized for such a purpose, or a committee on private and public design might assume this role.

The Redevelopment Authority will be heavily involved in design through its responsibility for controls in renewal areas and in general planning for the city. In addition, the Authority can supply the city architect with the results of design experiments, demonstrations, and research which it carries out.

The architect's leadership in design must be made available to the department of school buildings. The city architect could help the school buildings department in integration of its plans with related city programs. As far as the public works department's street, sewer, and water system work is concerned, the city architect would cooperate with that department in design and construction effort. Presumably, he would be responsible for any buildings constructed for the department.

In the past in Boston and in many other cities, instead of being shining examples, public buildings have been designed on a basis of expediency and tend to be drab, unimaginative and uninspiring. The key has been the process of selecting the architect. A routine architect cannot be cajoled or coerced into producing good design. The advice of the architectural profession in Boston should be sought in creating entirely new procedures for obtaining the services of qualified local architects and, on occasion perhaps, others from elsewhere.

The most important single decision in the capital improvements program is the method by which architects are chosen.

A central city architect's service could secure better bids, lower bids, and savings in design and construction through continuing coordination and familiarity with the work to be done and conditions in surrounding areas.

The architect would be directly responsible for all bidding procedures and documents, and all contracts for construction, except those issued by the public works and school buildings departments. This would permit contractors on municipal buildings to deal with one office in the city. It would give contractors the advantage of uniform practices, making their tasks easier in bidding. It would permit the city to take full advantage of its knowledge of contracting practices. The architect, since he handled a large volume of work, would achieve more efficiency and experience in insuring contractors' full compliance with specifications and procedures.

A single agency fully aware of practices and trends in the construction industry should be able to insure maximum utilization of all cost savings by architects. Most important, such an office could schedule the letting of bids to fit the slack times of contractors. It could insure a wide distribution of bidding documents, and a maximum number of bids on each job.

The city architect's staff should be able to insure that all projects will be built according to specifications. This will be done through competent inspection of projects during the construction process. It would still be the function of the consultant to have a clerk of the works. The city architect's inspectors would set standards for clerk of the works operations, do field audits from time to time, insure a better quality of construction, and scrutinize a newly completed building with great care before final payments are made to contractors. In the long run this inspection would save money.

Expert space-utilization men on the staff of the architect could save the city money by helping various operating agencies develop thorough program statements for buildings they propose. The key to a good design, a good building is a well-defined program statement. Too often a building is designed with little attention beforehand to what its interior uses are to be, with too little effort to cut out unnecessary spaces, often without allowing enough flexibility for changing programs. The job of

space-utilization personnel will be to help city agencies create a program statement for a building which will permit that building to serve its purposes in the short and long run.

The fact of the matter is that all the major industrial states of the country have a centralized operation in architecture in one form or another. Most of the large cities of the country have centralized this operation. Boston has not done so, because Boston has never built enough buildings to make this a problem heretofore. This approach is recommended because it offers the best hope of achieving economy, efficiency, speed and beauty. The capital improvements program must be judged on all four counts. If it is to succeed, new arrangements must be made to achieve its goals.

Fiscal Operations

the design process:

use of federal planning advances and revolving funds; delayed authorizations

The assumption in this capital improvements program is that spending for each building construction project will take place over a three-year period. Design will be accomplished in the first year, and construction spending will be divided evenly between the second and third year. This assumption is reasonable when applied as an average to all proposed building projects.

In the construction of buildings it is recommended that the council authorization for design and construction costs be made in the second of the three years, not in the first year. The current practice of the city is, to first authorize a project, and after authorization, to design, acquire site, and construct. This recommendation is, therefore, a sharp deviation from past practice.

How can the city design a building if it does not first authorize the design and construction?

It can do so through use of federal advances for designing public works. Such advances are available to cities and towns under the provisions of Section Seven Hundred and Two of the National Housing Act. Advances can be made for preliminary planning, for final plans, or for preliminary and final plans.

It is recommended, therefore, that in nineteen hundred and sixty-three and in each year thereafter, the City Council authorize the Mayor to apply to the federal government for federal planning advances equal to five per cent of the total estimated cost of all buildings to be authorized for construction in the year after design is undertaken. Thus, in nineteen hundred and sixty-four, this program proposes thirteen million dollars of new, small, individual building construction projects to be authorized, plus thirteen million dollars in the first stages of large projects such as the new high school and library, and therefore in nineteen hundred and sixty-three the city should apply to the federal government for planning advances totalling about two million dollars. Of this sum, six hundred and sixty thousand dollars will permit completion of preliminary and final plans for nineteen hundred and sixty-four building authorizations and one million three hundred and seventy-five million dollars will permit total planning for the large projects to be begun in nineteen hundred and sixty-four.

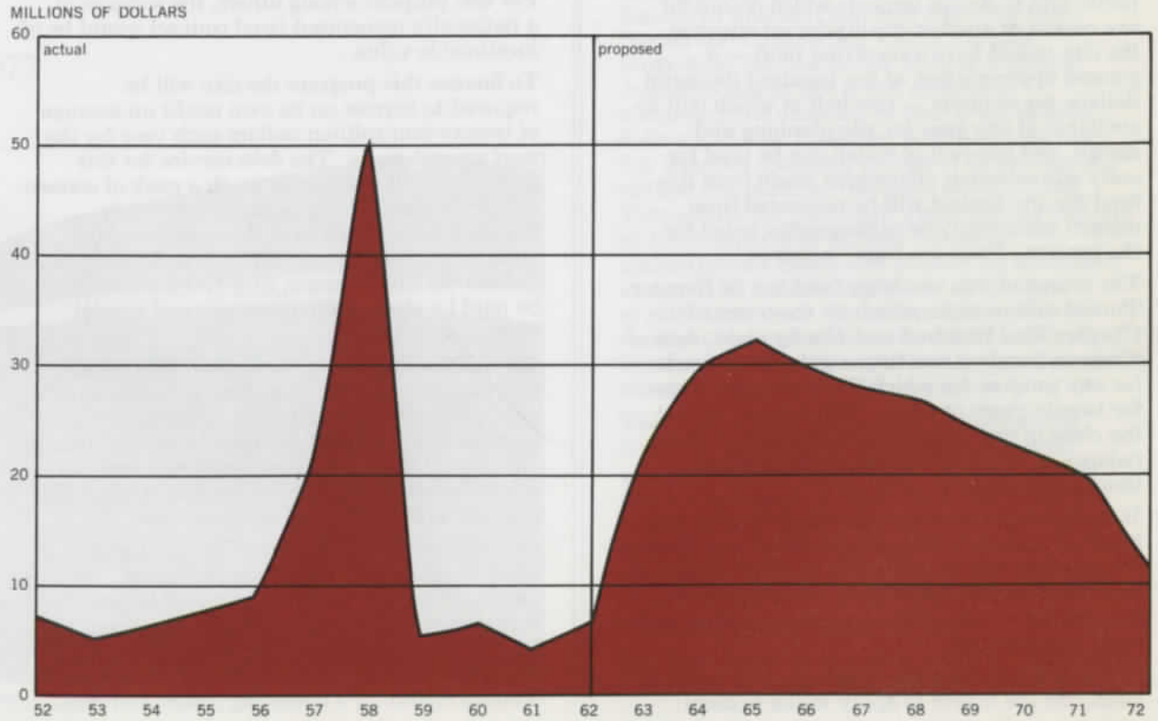
Current federal law does not specify any limitation on the amount of funds that an individual city or town can secure from the federal government under this program. As a matter of fact, the New England region presently is receiving a smaller share of the total federal authorization than the other major industrial regions of the country.

The Housing and Home Finance Agency formerly limited advances to the cost of preliminary plans, but because more money is now available it frequently advances the full cost of complete plans.

Application for planning advances equal to five per cent of total building construction costs is recommended. The five per cent represents about three-quarters of the customary fee for architectural services. Usually, three-quarters of the fee is paid to an architect upon acceptance of his final plans.

It is suggested that advances should be limited to design of new structures, not streets, sewers, playgrounds, or extraordinary repair work. Design on surface systems is not managed in the same fashion as building design; parks and playgrounds and extraordinary repair projects are often too small in size to warrant the administrative effort of a planning advance; computations are more difficult; and the work period from preliminary design through construction is too short to be staged effectively over a succession of years. Finally, planning advances are not proposed for projects already authorized by the City Council, since funds are available for those now.

Total Bond Issuance, 1952-1972



What are the limitations of this program?

as far as hhfa is concerned

(a) The advances for each project must be repaid from the first construction funds available to the project. Generally, any project proposed for an advance should be under construction within five years from the date design is begun.

(b) Usually a city should have a capital improvements program setting forth priorities for the next few years.

(c) The federal government will insist upon reviewing contracts for consulting services and will review plans before paying architects' fees.

(d) Federal advances cannot be used for feasibility planning or general site planning.

from the city's standpoint

(a) If design is undertaken prior to the time that the city has acquired land for the project, the city's law department will need to assure itself that the proposed site can be acquired for the project when necessary. If there is doubt on this score, then the city may have to buy the property before designing a facility.

(b) The total federal advance available to Boston in any year may be less than the total amount needed. To cover the advance acquisition of sites, the shortage of federal funds, and to design projects which do not for one reason or another qualify for an advance, the city would have a revolving fund — a general appropriation of five hundred thousand dollars, for example — one-half of which will be available in any year for site planning and design, and one-half of which can be used for early site selection. Payments made from this fund for any project will be recovered from council authorizations subsequently voted for the project. Thus, the fund "revolves."

The source of this revolving fund can be Sumner Tunnel sale receipts, which by the terms of Chapter Five Hundred and Ninety-eight, Acts of nineteen hundred and fifty-eight, can be used for any purpose for which the city may borrow for twenty years or more. This account had at the close of nineteen hundred and sixty-two a balance of over four million seven hundred thousand dollars.

It is, therefore, recommended that in nineteen hundred and sixty-three a sum of not more than five hundred thousand dollars be set aside out of Sumner Tunnel receipts as a revolving fund for site and feasibility planning, project design, and early site selection.

It is recommended further that the city council authorize the mayor to apply to the Federal Housing and Home Finance Agency for planning advances totalling two million dollars covering nineteen hundred and sixty-three design work on a total of twenty-six million dollars of nineteen hundred and sixty-four construction authorizations as stated above.

bond counsel; overlapping debt

It must be pointed out that the Commonwealth has adopted a policy of allowing a city to borrow for certain purposes and then reimbursing it over a period of years. There are two principal ways for states to provide financial aid:

One, the state can float its own bonds for a project, pay the interest on them and give the city the money it needs; the other, which is more expensive for the municipality, is the Massachusetts method under which the burden of interest charges and the total debt rest on the local community's general tax fund.

The impact of this is that despite many dollars which it can expect from the state, Boston will have to issue large amounts in bonds and pay full interest costs. This will give the appearance of sizable city debt resulting from the program, when in fact, other sources than Boston's general tax fund are paying part — and a very substantial part — of the cost. This fact should be made clear to the bond investor.

For this purpose among others, the services of a nationally recognized bond counsel would be of inestimable value.

To finance this program the city will be required to borrow on its own credit an average of twenty-four million dollars each year for the next several years. The debt service for this borrowing will eventually reach a peak of sixteen million dollars. In the peak year nineteen hundred and seventy-one, the apparent debt outstanding will be one hundred and ninety-one million dollars, however, fifty-two per cent is to be paid by state reimbursements and special revenues.

An additional problem for Boston, its credit, and prospective bond investors is the assessment of MTA and MDC liabilities. These metropolitan agencies can incur large amounts of debt which is assessed against Boston and the other communities in their districts without the consent or control of the communities.

Any capital program for the City of Boston must recognize the impact on Boston of metropolitan agencies. This impact is best stated in terms of the assessments for the MDC's parks, sewer, and water systems and the assessment against the city for the Metropolitan Transit Authority's operating deficit and debt.

In nineteen hundred and fifty: total assessments were four million five hundred thousand dollars.

In nineteen hundred and fifty-six: total assessments were ten million three hundred thousand dollars

In nineteen hundred and sixty-two: total assessments were twenty-one million one hundred thousand dollars

Of the twenty-one million one hundred thousand dollars, water and sewer assessments are met, not from property tax revenues, but from user fee charges. Thus, the net nineteen hundred and sixty-two impact on Boston's tax rate was ten dollars and seventy-five cents per one thousand dollars of assessed evaluation, or more than ten per cent of each property tax bill.

The projection of the Boston Municipal Research Bureau is that MDC Parks District assessments for capital spending will increase by six hundred per cent from nineteen hundred and sixty to nineteen hundred and seventy. Debt service for sewers will increase an estimated seventy per cent from nineteen hundred and sixty to nineteen hundred and seventy. This calculation is based on an estimate that the MDC will borrow about (a) thirty-six million dollars for parks between nineteen hundred and sixty-one and nineteen hundred and seventy in order to implement its nineteen hundred and fifty-six development program; (b) fifty million dollars for sewerage district purposes between nineteen hundred and sixty-one and nineteen hundred and sixty-five principally to complete construction of the Deer Island Sewerage Treatment Plant.

Because Boston must pay annual assessments levied by the MDC and the MTA the city's taxpayer is held responsible for a portion of the MDC and MTA debt. This so-called overlapping debt owed by Boston totalled about one hundred and sixty million dollars in nineteen hundred and sixty-two. Thus today, instead of showing only ninety-seven million dollars as its outstanding debt, Boston is charged with two hundred and sixty million dollar total debt.

Boston's share of park debt is based on nineteen hundred and forty-five equalized property valuations, which means Boston pays about forty-one per cent of the MDC assessment. This is an outdated formula. Assessed valuation is not an effective measure of the use of park and recreational areas. Population would be more appropriate.

Boston's share of sewer debt is based on the ratio of capacity of its sewers connected to MDC lines divided by capacity of all sewers connected to MDC lines. This ratio is now nineteen per cent but it will be thirty-six per cent, when the

Deer Island plant is completed and the Boston Main Drainage System is hooked into the MDC sewerage system, which is expected to be in nineteen hundred and sixty-five.

The city's share of MTA fixed debt is about eighty-eight million dollars. Last year it paid over six hundred thousand dollars in charges on this. The proportionate share is based on the ratio of Boston riders in nineteen hundred and forty to total riders in that year. It is probable that MTA capital spending will increase substantially this decade in order to provide extensions, but whether this will mean an increased debt for Boston is uncertain. First, because sooner or later MTA fixed debt should be taken up by the Commonwealth; second, because better service and economies will permit payment of more operating costs from revenues; and third, because extension of lines can broaden the assessment base. In considering the impact of this capital improvements program on the city's finances, the assumption has been made that overall metropolitan debt charges to Boston will remain fairly constant.

This assumption rests on the expectation that the Commonwealth will eventually take over the MTA's fixed debt and will revise the assessment formula for park debt. These two actions should offset the nineteen hundred and sixty-five increase in sewer charges and the added debt service for park development.

The overlapping debt is a heavy burden to Boston and its tax rate, and it will be an increasing burden until the pain becomes sharp enough and widespread enough throughout all the cities and towns of the area to lead them to work for effective financial relief from the Commonwealth.

borrowing and statutory ceilings:

relationship of ceilings to authorizations and federal planning advances

Chapter Forty-four, Section Seven, of the Massachusetts General Laws establishes a debt limit, with Emergency Finance Board approval, of five per cent of the three-year average valuation of taxable property, plus motor vehicle valuations. In this program the limit applies to all public buildings except schools and parking garages, to public ways and sewers outside renewal areas, and to extraordinary repair loans.

By the terms of Chapter Six Hundred and Forty-five, Nineteen Hundred and Forty-eight Acts, as amended, and Chapter Four Hundred and Seventy-four, Nineteen Hundred and Forty-six Acts, as amended, schools and parking garages can be constructed outside the five per cent debt ceiling. The nineteen hnudred and sixty-three to nineteen hundred and seventy-five program proposes construction of schools and garages under these special acts.

Under the terms of Chapter One Hundred and Twenty-one, section twenty-six-CC, a city can issue urban redevelopment loans totalling up to two and one-half per cent of its taxable property value. The capital improvements program proposes the use of this means for traffic systems, sewers, and some public ways constructed within renewal areas.

The city hall and the auditorium, by provisions of special acts, are financed outside the five per cent ceiling.

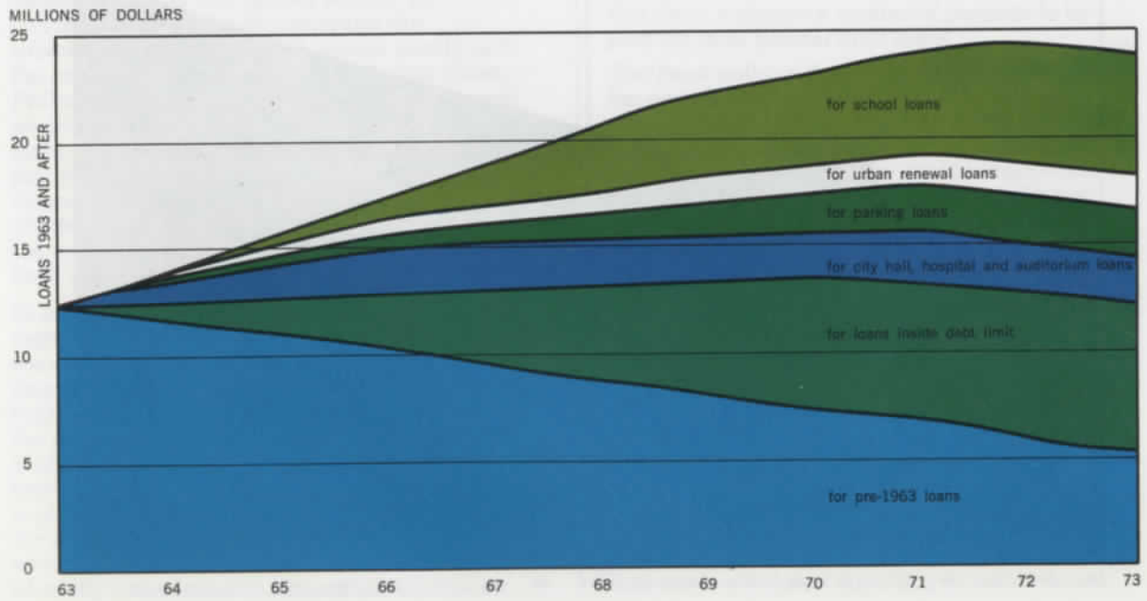
School construction is proposed outside the ceiling, because the limit currently permits no more than seventy-six million five hundred thousand dollars in debt, and the outstanding debt for school construction alone will total some seventy-two million six hundred thousand in nineteen hundred and seventy-three. At its peak year in nineteen hundred and sixty-nine, the debt and unissued authorizations proposed within the five per cent ceiling will be an estimated seventy million five hundred thousand dollars, under the limit but unable to increase much for school or other projects.

One problem the city has with its debt ceiling results from its practice of authorizing projects far in advance of design and allowing such authorizations to linger unissued. The authorizations then are counted in the computation of the latest city debt. Thus, at the end of nineteen hundred and sixty-two Boston had outstanding within Chapter Forty-four, Section Seven, forty-five million dollars in bonds, but it had additional authorizations unissued of twenty-six million dollars and was, therefore, within five million five hundred thousand dollars of its seventy-six million five hundred thousand dollar ceiling. Throughout the past eight years the city has had on the average fifty million dollars in authorizations inside and outside the debt limit on top of its outstanding bonds at the close of each fiscal year. Long Island Hospital, for example, has had a five million four hundred thousand dollar authorization hanging since nineteen hundred and fifty-four.

There are several advantages to authorizing building construction after design has been completed. The borrowing authorized can be fitted to estimates of costs which are based on actual design. Authorizations for individual projects can be deferred if design is not complete. The city can select on solid fact the optimum number of projects which can be accommodated within its finances.

Let it be stated here, parenthetically, that there will be no waste of design funds if a designed

Components of Gross Debt Service, 1963-1973



project is delayed one year, or even two years. Actually, one of the purposes of federal planning advances is to permit cities and towns to create a small shelf of projects ready to be constructed in the event of a recession.

Finally, one of the unfortunate facts about private construction under Chapter One Hundred Twenty-one-A is that the levies the city receives are "excises" on tax-exempt property. Although there actually are taxes paid on property, the valuation of that property cannot be counted as part of the city's property tax base. This applies to Prudential Center, Whitney Streets, and will apply to new construction. The disadvantages are that the city's debt ceilings will not reflect the full assessed value of private property, and the city's ratio of outstanding bonds and valuations will appear higher than it really is.

It is recommended that a change be made in Chapter One Hundred and Twenty-one-A to provide that for the purpose of establishing the debt ceiling under Chapter Forty-four, Section Seven, and Chapter One Hundred and Twenty-one, Section Twenty-six-CC, construction under Chapter One Hundred and Twenty-one-A be incorporated in property valuation. This procedure is now followed in the incorporation of motor vehicle valuations into calculations of debt limit.

cash appropriations

Approximately ten per cent of the total yearly value of new undertakings to be financed from city general fund revenues (excepting sewer, water, and parking garages) should be appropriated in cash. The purpose of this sum is threefold: a) to pay for work for which borrowing is not suitable, such as playgrounds; b) to meet the statutory requirements for "down payments" for public ways, extraordinary repairs, and public building loans; and c) to assure investors that city officials have considered the full import upon the city budget of their annual construction programs.

The city does have in present Sumner Tunnel sales receipts the sum of four million seven hundred thousand dollars, all but five hundred thousand dollars of which could be used for cash payments toward building construction. School repair in the past has been principally a cash appropriation in the school budget. Cash from sales of city property has been used to pay for traffic signals. Other sources of cash would occur if the state ever overcomes the present lag in welfare and veterans' claim reimbursements to the city or if it passes legislation, for state grants of one hundred dollars per student enrolled in private accredited higher educational institutions. In any case, it appears reasonable to assume that over the next eight to ten years the city can apply an average three million two hundred thousand dollars in cash yearly to its proposed capital improvements program.

miscellaneous assumptions

Debt Service — Issues of building construction bonds are projected in amounts equal to annual spending, and spending for a project occurs evenly over two years. It has been assumed that all building borrowing will be on twenty-year bonds.

Public ways outside renewal areas and repair loans are projected as ten-year bond issues. Here the bond issues each year also equal spending, but spending for a project takes place in one rather than two years.

Redevelopment loans are projected as twenty-year bond issues; spending for each is assumed to take place in one year; bond issues equal spending.

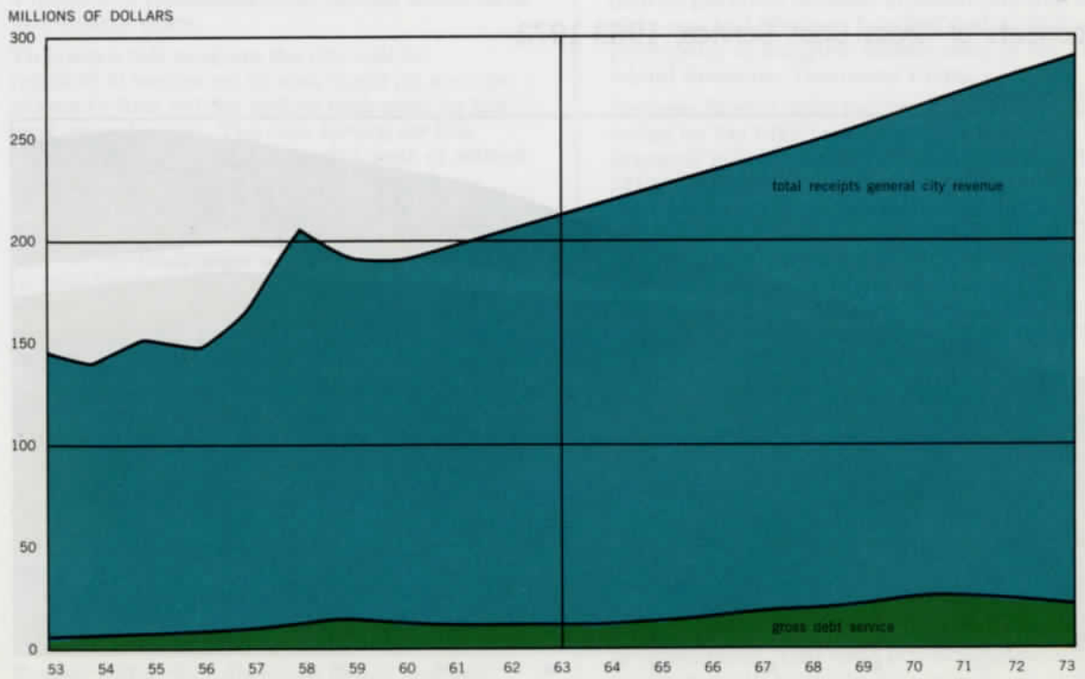
Authorization period — should be at the beginning of a calendar year, when the prior year's receipts are known, design of new undertakings has been completed, and the new year's government is installed.

Bond issuance period — should be at the end of the calendar year, as now; and authorized construction should be financed during the year out of cash surplus and temporary borrowing. By this means first debt service on a building project does not become due until the third and last year of the construction cycle.

State reimbursements — Reimbursements for school building assistance are projected to start in the year in which debt service begins on school building construction. Reimbursements on urban renewal projects are projected to start in the year in which the State Housing Board approves a loan and grant for those projects. Both reimbursements continue for twenty years thereafter. Projections of net debt service incorporate this timing. The annual state reimbursements by nineteen hundred and seventy-three will be running over five million dollars per year, if the proposed program is carried out as recommended.

Interest rates — The assumption is that average interest costs for twenty-year bonds will be about three and one-fifth per cent; for ten-year bonds, two and four-fifths per cent. This is based on recent sales of Boston's bonds. If the bond prices continue at their present highs, the actual rate may be one-tenth to two-tenths per cent less.

Debt Service and Revenue
(3.3% projected annual increase)



CHAPTER TWELVE
COMPARISONS OF CAPITAL IMPROVEMENTS PROGRAMS

A comparison of major cities' capital improvements programs indicates a variety of practices and policies. In nineteen hundred and sixty-one the Pennsylvania Economy League and the Bureau of Municipal Research in Philadelphia collaborated on a study of Philadelphia's capital improvements procedures.* The study examined over two hundred different programs from as many jurisdictions. Of the cities in the United States over five hundred thousand in population, approximately two-thirds indicated they had capital programs of one type or another.

One-third of the major cities are required by charter to produce a program. About half the programs are for a term of five years, the other half for six. The first year of the program is usually the "capital budget" for the current year. The usual practice is to program each succeeding year individually, although a few cities do not do this. Some, including Boston in the past, have tended to group the latter years of the program together.

In half the cities the program is prepared initially by the planning board or its equivalent; in the others by a special committee for this purpose. These special committees of city officials all include ex-officio representatives of the planning board.

The preparing body submits recommendations for action to the elected officials of the cities. In fifty per cent of the cases, this is the mayor in the first instance, who then has the responsibility for any further action. In one-third of the cities the programs are submitted to the mayor and council jointly or to the council alone. However, in only two cities, Philadelphia and New Orleans, does the council adopt the program as official. In Boston the nineteen hundred and fifty-two Ordinance stated that the mayor will submit the program to the Council after he has reviewed and perhaps revised it, and it *will thereafter* be considered the capital improvement program of the city until the new one is submitted the following year.

In all cities the program is prepared from requests submitted by the operating divisions of the city government. In few cities has the preparing agency been able to review the cost estimates given on an engineering basis. Mostly, the technical staff does not exist, but assistance is obtained sometimes from the city budget bureau or city engineering office. Basic reliance is placed, therefore, on the engineering staffs of the requesting departments. In New Orleans an architect is assigned to the staff of the planning commission to accomplish this review and control functions. The new post of City Architect** recommended for Boston in this program by the Authority would assist the Mayor and Authority to accomplish this procedure in the future.

Very few cities establish continuing fiscal limits on capital spending other than the restrictions on debt set for them by their respective states. The exceptions are Philadelphia and Milwaukee, the former with a dollar limit and the latter with a per cent of tax base limit. Generally, cities seem to have found that rigid limits do not accommodate the variations in needs over the life of capital improvements programs.

The upper limits of spending are usually determined by the preparing agencies in a matching of needs and financial abilities. In New York City the Mayor sets the upper limit for the first year of the program before it is prepared and he and the comptroller furnish advice on the amounts and nature of debt they believe should be incurred over the life of the programs. In New Orleans the mayor through his chief administrative assistant furnishes a statement of the availability of various funds and the amounts of borrowing he believes proper.

Certain policies may be established by a city to cover the method of financing capital improvements. These policies will cover the proportion of cost to be financed on a pay-as-you-go basis. Segregated funds are a common practice. Special "earmarked taxes," state or city, are used sometimes for specific programs. But there is always a residue of projects to be paid for from general fund taxes.

The *fiscal* policies depend in large measure on the overall financial situation of the city and responsibilities it has. The Baltimore Planning Commission has recommended an increase in Baltimore's cash outlay for capital improvements each year until it reaches ten cents on the tax rate. Philadelphia proposes ten per cent of all tax-supported projects be financed from cash. A similar policy is recommended for Boston***

The format of the document also varies in the amount and type of information. Some have only financial tables; some have brief departmental narratives, or opening statements. In Chicago the capital programs of other public agencies operating within the city up to the federal level are included to some degree. Very few programs present much detail or financial data on annual borrowing margins within the various ceilings, or on total debt service costs. Practically no programs give information on increased or reduced operating or maintenance costs resulting from the program of the individual projects. Practically none go into detailed justifications of projects.

In about half the major cities the legislative body or comparable agency appropriates money for construction only after the plans and specifications are prepared, either in preliminary or final form. In Allegheny County use is made of Federal planning loans to have plans and specifications prepared before construction funds are voted. In New York the budget bureau and city engineer must review preliminary plans and report to the board of estimate before that body will authorize construction money.

In some cities, such as Detroit, although construction is authorized before the plans are completed, the council must approve the bids. The budget bureau also reviews the plans before permitting bids. It is also common in many cities for plans to be funded and completed before authorizing construction. In Boston it has been customary for the council to vote all funds before *any* plans or specifications have been prepared. It has also been the custom in Boston, as well as in half the other cities, that no agency, other than the one for whom the construction is done, makes any review to see whether the project will achieve its purpose with economy. This capital budget and project review by the Redevelopment Authority conform to the custom; the Authority will not review final plans. This effort would be a function of the proposed City Architect's office.

Comparison of capital spending among major cities is extremely difficult because of variations in the purposes for which cities spend, the population differentials, the character of surrounding areas, and state government and the social tasks the different city governments have been assigned by their voters. Metropolitan, county and state governments share the capital spending load in a variety of ways with the central cities.

One of the major differences is whether the city or a separate district is responsible for school construction. Neither Cleveland nor Philadelphia include schools in their budgets while in Boston this is the single largest item. Boston must program for its courthouse and jail while Hartford need not.

* *"Philadelphia's Capital Programming Procedures," Pennsylvania Economy League (Eastern Division) in association with the Bureau of Municipal Research, Philadelphia, Pennsylvania, July nineteen hundred and sixty-one.*

** *See Chapter Eleven, page 48*

*** *See Chapter Eleven, page 52*

Most cities expend public funds for cultural activities, such as museums, which in Boston depend on private generosity. Cleveland operates airports and harbor facilities, collecting the revenue as well as making capital expenditures. It also owns and operates a municipal lighting plant which sells power to the suburbs. Baltimore manages the task of sewage disposal and water supply for its county hinterland and includes these construction costs in its budget without specifying future repayments.

San Francisco includes the expenditures of its Housing Authority and the development of a large water and power complex. It also operates and maintains its cable cars. Cleveland has a wholly owned transit system, revenue supported but included in capital programming.

In Boston most of these operations, as well as major recreational facilities (including zoos, stadiums, aquariums, ice-skating rinks and swimming pools) are being undertaken by metropolitan governmental units. While the city has little control over the capital expenditures of these units, it is generally liable for its assessed share of the costs, and these must be considered in the financial plans of the capital budget.

Some cities are responsible for construction of the expressways, state and federal, in their areas and so their gross budgets are vastly inflated despite eventual federal and state payments of most of the costs. Certain cities are able to finance all their water and sewer costs as well as other departments' expenses out of fees received, as in Boston. Others must utilize general fund revenues for these purposes.

For these and similar reasons, comparison of Boston's gross or net program costs to other cities' expenses do not really show what effort Boston is making as opposed to other cities. However, it is pertinent to discuss past Boston efforts.

Six-year capital improvements programs were filed by the Boston City Planning Board from nineteen hundred and fifty-two to nineteen hundred and sixty. The sums requested for each six-year program ranged from sixty-six million dollars in the nineteen hundred and fifty-three to nineteen hundred and fifty-eight program to one hundred and forty-five million dollars in the nineteen hundred and fifty-eight to nineteen hundred and sixty-three program. Generally, the proposed federal, state and fee-supported projects represented about thirty per cent of the annual requests. City borrowing was suggested, generally, for from sixty to seventy per cent of the total program.

There was some attempt in past programs to break expenditures among different program groupings. Projects were listed by department with minimal justification of proposals and limited indication of cost estimate sources. A statement was made usually as to the probable debt service and the impact on the tax rate, but no calculations were shown.

In past years the schedule of projects included not only new ones, but also ones approved earlier, even ones already in design, or under construction, so that total program costs listed were larger than what actually was being proposed. As has been stated, it is the policy in the nineteen hundred and sixty-three to nineteen hundred and seventy-five capital improvements program not to include facilities on which design is underway — city hall and the municipal auditorium, for instance. Projects proposed are new undertakings — projects which can be rejected if the city administration so determines. Rejection of city hall, for example, would be out of the question at this point, and, therefore, this is not discussed.

The most significant fact about Boston's past capital improvements programs is that so small a portion of the proposed projects have been accomplished.

The box score on the nineteen hundred and fifty-four and nineteen hundred and fifty-five programs is revealing:

Four libraries proposed; two still not started

Five fire stations proposed; four still not started

Two police stations; none started; nor has the Roxbury Courthouse been undertaken

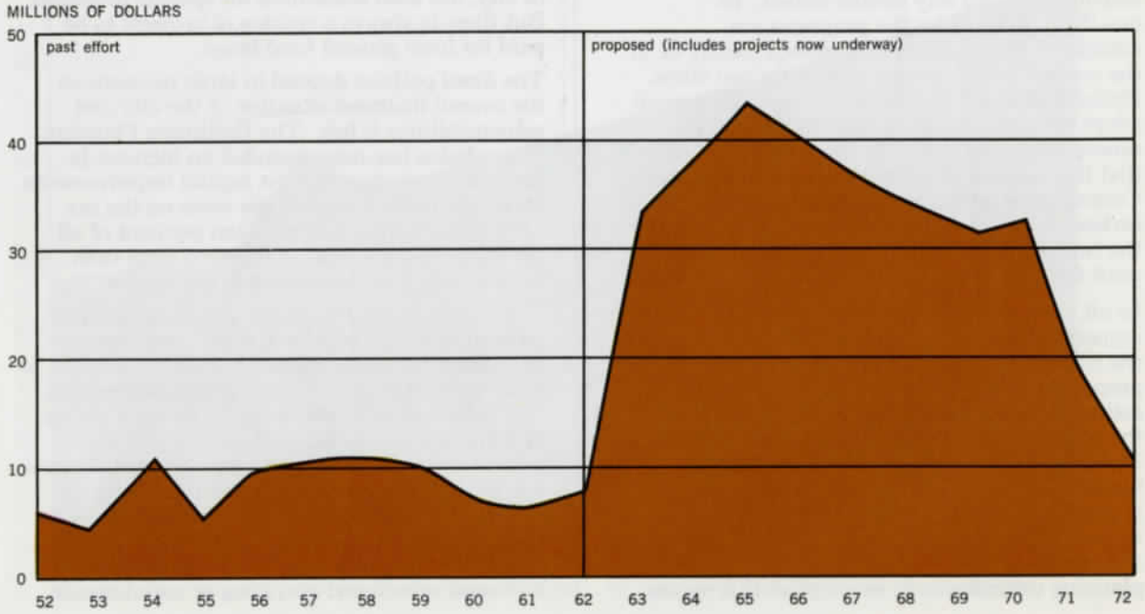
Five parking garages; three not started

Thirty-one school projects; fourteeen not accomplished

It would appear that in the past, little importance was attached to the capital improvements programs, and that they had little effect on the operation of the city. Today, however, capital spending must be regarded as an integral factor in the orderly reconstruction of the city. Capital improvements cannot be haphazard and uncoordinated, nor can they be relegated to the "last to be discussed and first to be dropped" category of budget review. The city cannot continue to defer and defer and defer physical plant improvement.

Capital Spending, 1952-1972

payments from city treasury received from various sources: bond issues, state and federal grants, sales of property, cash from fees and taxes



CHAPTER TWELVE
COMPARISONS OF CAPITAL IMPROVEMENTS PROGRAMS

FIRE DEPARTMENT: $5,275,000

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1963	Total	332,225	700,000	367,775			
	New Station—Joy Street and Cambridge		350,000	77,775	Previous Authorization	Bowdoin Square	Sell to Commonwealth
	New Station—Bunker Hill		350,000	290,000	Sale of City Property	Bunker Hill Street	Sell to Boston Redevelopment Authority
1964	Total	350,000	700,000	750,000	Sale of City Property		
	New Station—Blue Hill and Quincy		350,000			434 Warren Street	Sell to Boston Redevelopment Authority
	New Station—Kenmore Square		350,000			941 Boylston Street	Sell to Boston Redevelopment Authority
						Battery—Wharf	Sell to Boston Redevelopment Authority
						High Pressure Pump #1	Release to Edison Company
						High Pressure Pump #2	Sell
1965	Total	293,000	700,000	407,000	Sale of City Property		
	New Station—Berkeley Street		350,000			194 Broadway	Sell to Boston Redevelopment Authority
	New Station—Franklin Field		350,000			120 Callendar Street	Sell
1966	Total	461,800	700,000	238,200	Sale of City Property		
	New Station—East Boston		350,000			480 Paris Street	Sell to Boston Redevelopment Authority
	New Station—Dudley-Harrison		350,000			198 and 407 Dudley Street	Sell to Boston Redevelopment Authority
1967	Total	578,500	725,000	146,500	Sale of City Property		
	New Station—South Boston		350,000			344 Congress Street	Sell to Boston Redevelopment Authority
	New Station—Charlestown		350,000			44 Monument Street	Sell to Boston Redevelopment Authority
	Drill Tower, Academy		25,000				
1968	Total	271,000	350,000	79,000	Sale of City Property		
	New Station—River Street Hyde Park		350,000			30 Winthrop Street	Sell to Boston Redevelopment Authority
						209 Neponset Valley Parkway	Sell
1969	Total	615,000	700,000	85,000	Sale of City Property		
	New Station—Jamaica Plain		350,000			659 Centre Street	Sell to Boston Redevelopment Authority
	New Station—Market Street Brighton		350,000			444 Western Avenue	Sell
						425 Faneuil Street	Sell
1970–75	Total	525,100	700,000	174,900	Sale of City Property		
	New Station—Union Square, Brighton		350,000			16 Harvard Avenue	Sell
	New Station—West Roxbury Parkway		350,000			1940 Centre Street, West Roxbury	Sell

HEALTH DEPARTMENT: $2,700,000

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1963	New Unit, Washington Park, Townsend Street	400,000	400,000			Savin Street Unit	Sell to Boston Redevelopment Authority
1964	New Unit, Jamaica Plain	400,000	400,000			Space in Curtis Hall	Transfer to Recreation Division
1965	Convert Former Police Division #1 North Street as new unit	100,000	100,000			North End Unit	Sell to Boston Redevelopment Authority
1966	New Unit, Parker Hill	400,000	400,000			Whittier Street Unit	Sell to Boston Redevelopment Authority
1967	Take over J. J. Williams Municipal Building Convert to new unit	300,000	300,000			South End Unit	Transfer to City Hospital
1968	New Unit, Fields Corner Arcadia Street Site		400,000	400,000	Federal Grant		
	Sub-unit, Allston		Public Building Budget				
1969	New Unit, Codman Hill		400,000	400,000	Federal Grant	Space in Codman Square Municipal Building	Transfer to Library Department
1970–75	Space Conversion Hyde Park Municipal Building Additional Space	200,000	200,000			Hyde Park Unit	Sell
	Conversion Brighton Courthouse	100,000	100,000				
	Total	1,900,000	2,700,000	800,000			

Number of new health units 6
Number of conversions to health 4
Number of conversions to other city use 3

HOSPITAL DEPARTMENT: $51,375,400*

LONG ISLAND HOSPITAL: $6,240,000*

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1963	Total		50,000	50,000			
	Master Planning, Hospital Complex		50,000	50,000	Federal Grant Anticipated	Church Street Building	See Public Buildings—Sell
1964	Total	100,000	100,000				
	Power House	100,000	100,000				

* Proposed program based on 1963–75, cost of program for financial tables based only on 1963.

HOSPITAL DEPARTMENT (CONTINUED)

LONG ISLAND HOSPITAL (CONTINUED)

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1966	Total		750,000	750,000			
	Plans, New Hospital		250,000	187,500	1954 Bond Authorizations		
				62,500	Federal Grant Anticipated		
	Kitchen and Cafeteria		300,000	225,000	1954 Bond Authorizations		
				75,000	Federal Grant Anticipated		
	Doctors' Housing		200,000	150,000	1954 Bond Authorizations		
				50,000	Federal Grant Anticipated		
1967	Total	50,000	2,500,000	2,450,000			
	Utility and Commissary Building		200,000	150,000	1954 Bond Authorizations		
				50,000	Federal Grant Anticipated		
	New Steamlines	50,000	50,000	50,000			
	First Stage, New Hospital		2,250,000	1,687,600	1954 Bond Authorizations		
				562,500	Federal Grant Anticipated		
1968	Total	250,000	2,750,000	2,500,000			
	Final Stage, New Hospital		2,500,000	1,875,000	1954 Bond Authorizations		
					Federal Grant Anticipated		
	Roads and Bridge	250,000	250,000				

CITY HOSPITAL: $45,135,400*

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1963	Total	1,542,050	5,350,400	250,000	Federal Grant Received		
				1,618,750	Federal Grant Anticipated		
				1,939,600	Previous Authorizations		
	New Top Floor, Thorndike Laboratory		670,000				
	Research Facilities, Thorndike Laboratory		700,000				
	New Space added to Administration Building		560,000				
	Expansion, Central Sterile Supply		89,800				
	Expansion, Heart Station		113,000				
	Pediatric Library and Consultation Rooms		82,200				
	Neurological Laboratory, Medical Building		65,400			Scattered	
	New Top Floor, Mallory Building		450,000				
	Alcoholic Study and Research Center		720,000			Stations	
	Plans for Alcoholic Reception Center		100,000				
	Enclosed Pedestrian Bridges and Passages		250,000				
	First Stage, Dowling Building Modernization		700,000				
	Phase IIIA DC-AC Conversion		850,000				

* Proposed program based on 1963–75, cost of program for financial tables based only on 1963.

HOSPITAL DEPARTMENT (CONTINUED)

CITY HOSPITAL (CONTINUED)

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1964	Total	2,550,000	5,500,000	1,350,000	Federal Grant Anticipated		
				1,600,000	Previous Authorization		
	New Service-Supply Building		1,600,000				
	Phase IIIB DC-AC Conversion		500,000				
	Phase IIIC DC-AC Conversion, First Stage		300,000				
	Second Stage, Dowling Building Modernization		700,000				
	Alcoholic Reception Center		1,900,000				
	New Nurses' Home, Plans		500,000				
1965	Total	5,190,000	6,535,000	1,345,000	Federal Grant Anticipated		
	Phase IIIC DC-AC Conversion, Second Stage		300,000				
	Third Stage Dowling Building Modernization		700,000				
	Modernize Delivery Suite		200,000				
	Modernize Nurses' Stations, Ward Kitchens, etc.		750,000				
	Create Model Ward		200,000				
	Relocate Surgical Laboratory		150,000				
	First Stage, New Nurses' Home		3,150,000			Richards-Vose House Drown House (South Department)	Site for New Hospital Building
	Convert Stores Space for Personnel Lockers		50,000				
	New Floor, Cafeteria and Pharmacy		190,000			Present Cafeteria Floor	Space for X-ray Department
	New Alarm and Paging System		495,000				
	Preliminary Plans, New Hospital		500,000				
1966	Total	4,300,000	7,300,000	1,750,000	Federal Grant Anticipated		
				1,250,000	Transfer from 1954 Long Island Bond Authorization		
	Phase IIIC DC-AC Conversion, Third Stage		300,000				
	Fourth Stage, Dowling Building Modernization		700,000				
	New Central X-Ray Department		750,000				
	New Blood Bank, Dowling Basement		50,000				
	Final Plans, New Hospital		2,000,000				
	Final Stage, Nurses' Home		3,500,000				
1967	Total	702,000	900,000	198,000	Federal Grant Anticipated		
	Phase IIIC DC-AC Conversion, Fourth Stage		300,000				
	Final Stage, Dowling Building Modernization		200,000				
	Modernize Children's Building		400,000				

HOSPITAL DEPARTMENT (CONTINUED)

CITY HOSPITAL (CONTINUED)

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1968	Total	4,597,500	7,050,000	2,227,500	Federal Grant Anticipated		
				225,000	Transfer from 1954 Long Island Bond Authorization		
	Phase IIIC DC-AC Conversion Complete		300,000				
	Modernize Maternity Building		250,000				
	Construct First Stage, New Hospital		6,500,000				
1969	Total	4,333,333	6,500,000	2,166,667	Federal Grant Anticipated		
	Modernize Mallory Pathology Building		500,000				
	Construct Second Stage, New Hospital		6,000,000				
1970–75	Total	4,000,000	6,000,000	2,000,000	Federal Grant Anticipated		
	Complete New Hospital		6,000,000			Present Patient Housing	
	New Structures	$37,170,000					
	Modernization of Structures	10,170,400					
	Modernization of Systems	3,895,000					

LIBRARY DEPARTMENT: $14,604,000

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1963	Total		800,000	800,000			
	West End Branch		300,000	300,000	Previous Authorization	West Church Branch (closed)	Sell
	Central Library Plans		500,000	500,000	Benton Fund		
1964	Total	595,000	2,770,000	2,175,000			
	Dudley Square Branch	195,000	370,000	175,000	Previous Authorization	Mt. Pleasant Branch	Vacate Municipal Building
	Brighton Branch	400,000	400,000			Old Brighton Branch	Raze
	Central Library Addition		2,000,000	2,000,000	Benton Fund		
1965	Total	594,000	594,000				
	Fields Corner Branch	370,000	370,000			Dorchester Branch	Vacate Municipal Building
	Expand Charlestown Branch	224,000	224,000				
1966	Total	2,750,000	3,050,000	300,000			
	South End Branch	350,000	350,000			J. J. Williams Basement	Vacate Municipal Building
	Central Library Addition	2,440.000	2,700,000	300,000	Benton Fund		
1967	Total		3,440,000				
	Grove Hall Branch	370,000	370,000			Memorial Branch	Return—School Department
	Lower Mills Branch	370,000	370,000			Mt. Bowdoin Branch	Give up Lease
	Central Library Addition	2,700,000	2,700,000			Old Lower Mills Branch	

LIBRARY DEPARTMENT (CONTINUED)

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1968	Total	2,600,000	3,600,000	1,000,000			
	Orient Heights Branch	350,000	350,000			Old Orient Heights Branch	Give up Lease
	Allston Branch	350,000	350,000			Old Allston Branch	Give up Lease
	Central Library Addition	1,900,000	2,900,000	1,000,000	DeFerrari Fund		
1969	Total	350,000	350,000				
	Uphams Corner Branch		350,000			Columbia Road Branch	Vacate Municipal Building

PARKS AND RECREATION DEPARTMENT: $9,151,000

INDOOR PROGRAM: $2,550,000

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1963	T. Roosevelt Community Center		School Department Budget				
	Michelangelo Community Center		School Department Budget			North Bennett Street Recreation Center	Retain Temporarily for Public Baths
	Winthrop Community Center		School Department Budget			Uphams Corner Recreation Center	See Public Buildings Division
	North Hyde Park Community Center		School Department Budget				
1964	Charlestown Field House	700,000	700,000			Lexington Street Center	See Public Buildings Division
	Washington Park Community Center	500,000	500,000			Cabot Street Building	Sell
1965	North Dorchester Community Center		School Department Budget			Uphams Corner Recreation Center	See Public Buildings Division
	South End Community Center		School Department Budget			J. J. Williams Recreation Center	Vacate Space in Municipal Building
	South Cove Community Center	44,400	300,000	255,600	Sale of City Property	Tyler Street Recreation Center	See Public Buildings Division
1966	Improve Curtis Hall (Take over from Real Property)	250,000	250,000				
1967	Beacon Hill Community Center		School Department Budget				
	Improve Broadway Center, South Boston (Take over from Real Property)	250,000	250,000				

PARKS AND RECREATION DEPARTMENT (CONTINUED)

INDOOR PROGRAM (CONTINUED)

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1968	Rehabilitate L Street Baths	300,000	300,000				
	Allston Community Center		Public Buildings Division Budget				
	South Dorchester Community Center	250,000	250,000				
1969	Holmes Community Center		School Department Budget				
	East Boston Community Center		School Department Budget				
	W. H. Taft Community Center		School Department Budget				
	Improve Lewenberg Junior High		School Department Budget				
	Mount Pleasant Community Center		School Department Budget				
1970–75	Improve R. G. Shaw Junior High		School Department Budget				
	Total number of New Community Centers		20				
	Number of New Centers paid for by Public Buildings Division		1				
	Number of New Centers paid for by School Department		13				
	Number of New Centers paid for by Parks and Recreation Department		6				

OUTDOOR PROGRAM: $7,238,000

1963	Total	313,500	807,500	494,000	
	Franklin Park Rehabilitation	100,000	100,000		
	City-wide				
	Tree Planting	24,000	40,000	16,000	Title I, Federal Grant
	Public Squares	12,000	20,000	8,000	Title I, Federal Grant
	Play Equipment	10,000	10,000		
	Mission Hill Park		250,000	250,000	Title I, Federal Grant
	Charlestown Parklets		50,000	50,000	Title I, Federal Grant
	Playfield, Edwards Junior High		150,000	150,000	Title I, Federal Grant
	Playfield, New Hyde Park Junior High	150,000	150,000		
	Playgrounds				
	Ellis School		17,500	17,500	Title I, Federal Grant
	Beethoven School	17,500	17,500		
	Tot Lot for Walnut Park		2,500	2,500	Title I, Federal Grant

PARKS AND RECREATION DEPARTMENT (CONTINUED)

OUTDOOR PROGRAM (CONTINUED)

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1964	Total	261,000	1,007,500	746,500			
	Franklin Park Rehabilitation	100,000	100,000				
	General Renewal Parks		130,000	130,000	Title I, Federal Grant		
	City-wide						
	Tree Planting	24,000	40,000	16,000	Title I, Federal Grant		
	Public Squares	12,000	20,000	8,000			
	Play Equipment	10,000	10,000				
	Back Bay Fens Rehabilitation		100,000	100,000	Title I, Federal Grant		
	Public Garden Irrigation	80,000	80,000				
	Addition to Washington Park		120,000	120,000	Title I, Federal Grant		
	Playground, Washington Park		150,000	150,000	Title I, Federal Grant		
	Playfield, New Roxbury Junior High		150,000	150,000	Title I, Federal Grant		
	Playgrounds						
	Breeds Hill		17,500	17,500	Title I, Federal Grant		
	New Agassiz School		17,500	17,500	Title I, Federal Grant		
	Humboldt Avenue School		17,500	17,500	Title I, Federal Grant		
	Devon Street School		17,500	17,500	Title I, Federal Grant		
	Garfield School	17,500	17,500				
	New Weld School	17,500	17,500				
	Tot Lot for Elm Hill Avenue		2,500	2,500	Title I, Federal Grant		
1965	Total	306,000	1,441,000	1,135,000			
	Franklin Park Rehabilitation	100,000	100,000				
	City-wide						
	Tree Planting	24,000	40,000	16,000	Title I, Federal Grant		
	Public Squares	12,000	20,000	8,000	Title I, Federal Grant		
	Play Equipment	10,000	10,000				
	Downtown Parklets		60,000	60,000	Title I, Federal Grant		
	Irrigation System, Commonwealth Avenue		31,000	31,000	Title I, Federal Grant		
	Playfield, Mission Hill		450,000	450,000	Title I, Federal Grant		
	Playfield, Little Mystic Channel		250,000	250,000	Title I, Federal Grant		
	Playfield, Mt. Pleasant		150,000	150,000	Title I, Federal Grant	Eustis Playground	Sell to Boston Redevelopment Authority
	Park, Mattapan Project	125,000	125,000				
	Parklet, Dale and Walnut Streets		20,000	20,000	Title I, Federal Grant		
	Parklet, Townsend and Humboldt Avenue		80,000	80,000	Title I, Federal Grant		
	Playgrounds						
	Groom Street School		17,500	17,500	Title I, Federal Grant		
	Glen Street School		17,500	17,500	Title I, Federal Grant		
	Mt. Bowdoin School	17,500	17,500				
	New Washington Allston School	17,500	17,500				
	New Winthrop Elementary School		17,500	17,500	Title I, Federal Grant		
	Bartlett Street School		17,500	17,500	Title I, Federal Grant		

PARKS AND RECREATION DEPARTMENT (CONTINUED)

OUTDOOR PROGRAM (CONTINUED)

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1966	Total	348,500	927,500	579,000			
	Franklin Park Rehabilitation		100,000				
	City-wide						
	Tree Planting	24,000	40,000	16,000	Title I, Federal Grant		
	Public Squares	12,000	20,000	8,000	Title I, Federal Grant		
	Play Equipment	10,000	10,000				
	Crawford Street Park		240,000	240,000	Title I, Federal Grant		
	Saint James Park, Dudley Center		40,000	40,000	Title I, Federal Grant		
	Cobden Street Parklet		20,000	20,000	Title I, Federal Grant		
	Playfield, South End Junior High		150,000	150,000	Title I, Federal Grant	Carter Playground	Sell to Boston Redevelopment Authority
	Playfield, North Dorchester Junior High		150,000				
	Playgrounds						
	Alpine Street School		17,500	17,500	Title I, Federal Grant		
	South Cove School		17,500	17,500	Title I, Federal Grant		
	New Prince School		17,500	17,500	Title I, Federal Grant		
	Northampton Street School		17,500	17,500	Title I, Federal Grant		
	North of Tremont Street School		17,500	17,500	Title I, Federal Grant		
	Parker Hill School		17,500	17,500	Title I, Federal Grant		
	West Hyde Park School		17,500				
	Forest Hills School	17,500	17,500				
	Chittick District School	17,500	17,500				
1967	Total	203,500	847,500	644,000			
	Franklin Park Rehabilitation	100,000	100,000				
	General Renewal Parks		250,000	250,000	Title I, Federal Grant		
	City-wide						
	Tree Planting	24,000	40,000	16,000	Title I, Federal Grant		
	Public Squares	12,000	20,000	8,000	Title I, Federal Grant		
	Play Equipment	10,000	10,000				
	Riverway Park Rehabilitation	40,000	40,000				
	Playfield, T. Roosevelt Junior High		150,000	150,000	Title I, Federal Grant		
	Playfield, Campbell Junior High		150.000	150,000	Title I, Federal Grant		
	Playgrounds						
	Bunker Hill School		17,500	17,500	Title I, Federal Grant		
	Franklin Square School		17,500	17,500	Title I, Federal Grant		
	Callendar Street School	17.500	17,500				
	South Boston School		17,500	17,500	Title I, Federal Grant		
	Uphams Corner School		17,500	17,500	Title I, Federal Grant		
1968	Total	473,500	932,500	459,000			
	Franklin Park Rehabilitation	100.000	100,000				
	General Renewal Park		250,000	250,000			
	City-wide						
	Tree Planting	24,000	40,000	16,000	Title I, Federal Grant		
	Public Squares	12,000	20,000	8,000	Title I, Federal Grant		
	Play Equipment	10,000	10,000				
	Olmstead Park Rehabilitation	160,000	160,000				
	Playfield, Edison Junior High	150,000	150,000				
	Playfield, South End		150,000	150,000	Title I, Federal Grant	Rotch Playground	Sell to Boston Redevelopment Authority

PARKS AND RECREATION DEPARTMENT (CONTINUED)

OUTDOOR PROGRAM: $7,238,000

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
	Playgrounds						
	South Roslindale	17,500	17,500				
	Eagle Hill		17,500	17,500	Title I, Federal Grant		
	Harold and Seaver Streets		17,500	17,500	Title I, Federal Grant		
1969	Total	226,500	660,000	433,500			
	General Renewal Parks		250,000	250,000	Title I, Federal Grant		
	City-wide Tree Planting	24,000	40,000	16,000	Title I, Federal Grant		
	Playfield, South Boston		150,000	150,000	Title I, Federal Grant		
	Playfield, Holmes Junior High		150,000	150,000			
	Playgrounds						
	Brighton School	17,500	17,500				
	Edward Everett School	17,500	17,500				
	Talbot School	17,500	17,500				
	Castle Square School		17,500	17,500	Title I, Federal Grant		
1970–75	Total	11,500	615,000	503,500			
	General Renewal Park		250,000	250,000	Title I, Federal Grant		
	City-wide Tree Planting	24,000	40,000	16,000	Title I, Federal Grant		
	Playfield, East Boston Junior High		150,000	150,000	Title I, Federal Grant		
	Playground, New Norcross School		17,500	17,500	Title I, Federal Grant		
	Old Harbor	17,500	17,500				
	Otis Field	17,500	17,500				
	Marshfield	17,500	17,500				
	Rockview	17,500	17,500				
	Longfellow	17,500	17,500				
	Dorchester (4)		70,000	70,000			

POLICE DEPARTMENT: $5,360,000

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1963	Total	1,425,000	1,585,000	160,000			
	Government Center Consolidated Station	1,200,000	1,200,000			Division #1—North Street	Health Department
						Division #2—Milk Street	Vacate Space
	Improve South End Station	150,000	150,000			Division #3—Joy Street	Transfer—Fire Department
	Police Academy, First Stage	75,000	75,000			Division #16—Boylston Street	Sell to Boston Redevelopment Authority
	Headquarters, Elevators		90,000	90,000	Repair Loan 1961		
	Headquarters, Electric Rewiring		70,000	70,000	Repair Loan 1961		
1964	Total	1,540,000	1,700,000	160,000			
	Dudley Center Consolidated Station	540,000	700,000	160,000	Sale of Old Police Building	Division #9—Mt. Pleasant	Sell to Boston Redevelopment Authority
						Division #10—Roxbury Crossing	Sell to Boston Redevelopment Authority
	Service Center, First Stage	1,000,000	1,000,000			Division #13—Jamaica Plain	Sell to Boston Redevelopment Authority
						Milk Street Building	Sell to Boston Redevelopment Authority

POLICE DEPARTMENT: $5,360,000 (CONTINUED)

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1965	Total	686,700	1,150,000	463,300			
	Improve Hyde Park Station		150,000	150,000	Sale of Old Police Building	Division #17—West Roxbury	Sell
	Service Center, Second Stage	686,700	1,000,000	313,300	Sale of Old Police Building		
1966	Total	682,000	700,000	18,000			
	Codman Square Consolidated Station	682,000	700,000	18,000	Sale of Old Police Building	Division #1—Arcadia Division #19—Mattapan	Vacate Building Sell
1967	Total	50,000	125,000	75,000			
	Police Academy, Final Stage	50,000	125,000	75,000	Sale of Old Police Building		
1968	Field Office, Brighton	Public Buildings Division Budget				Division #14—Brighton	Sell
1969	Total		100,000	100,000			
	Field Office, East Boston		100,000	100,000	Sale of Old Police Building		
1963–75	Total	5,360,000					
	Number of New Stations—3		2,600,000				
	Number of Improved Stations—3		350,000				
	Others		2,410,000				

PUBLIC WORKS DEPARTMENT: $78,765,000

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1963	Department Total	250,000	8,150,000	7,900,000			
	Highways and Bridges Total		5,250,000	5,250,000			
	Highway Renewal Areas		1,500,000	1,113,040	Title I, National Housing Act		
				40,000	1960 Bond Authorization		
	Highway Improvement Areas		2,750,000	850,000	Chapter 90, 1962 and 1963		
				1,450,000	Chapter 782, Acts of 1962		
	Street Lights, Renewal Areas		500,000	500,000	1956 Bond Authorization Bridges		
	Dalton Street Bridge		500,000	1,296,960	1962 Loan Authorization		
	Water Division Total		1,575,000	1,575,000			
	Renewal Areas		1,300,000	1,505,000	Users Fees		
	Improvement Areas		200,000				
	Systems Survey		75,000	50,000	Federal Grant		
	Sewer Service Total		1,075,000	1,075,000			
	Renewal Areas		560,000	1,025,000	1961 Bond Authorization Sewerage Loan		

PUBLIC WORKS DEPARTMENT (CONTINUED)

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
	Improvement Areas		340,000				
	Systems Survey		75,000	50,000	Federal Grant		
	Replace Tide Gates		100,000				
	Sanitation Total	150,000	150,000				
	Plans for Second Incinerator	150,000	150,000				
	Headquarters Total	100,000	100,000				
	Plans for New City Yard	100,000	100,000				
1964	Departmental Total	6,786,960	10,490,000	3,753,040			
	Highways and Bridges Total	2,296,960	4,500,000	2,203,040			
	Highway Renewal Areas		1,862,620				
	Highway Improvement Areas		2,137,380	500,000	Chapter 90 State Aid		
	Street Lights Renewal Areas		500,000	1,703,040	1962 Loan Authorization		
	Water Division Total		1,500,000	1,500,000			
	Renewal Areas		1,300,000	1,500,000	Users Fees		
	Improvement Areas		200,000				
	Sewer Service Total	2,440,000	2,440,000				
	Renewal Areas		1,840,000				
	Improvement Areas		600,000				
	Sanitation Total	1,350,000	1,350,000				
	New Incinerator, First Stage	1,350,000	1,350,000				
	Headquarters Total	700,000	700,000				
	First Stage, Water Division Yard	700,000	700,000			Albany Street Yard, Part	Transfer to City Hospital
1965	Departmental Total	8,628,602	12,700,000	4,071,398			
	Highway and Bridges Total	8,628,602	5,500,000	2,371,398			
	Highway Renewal Areas		2,250,000	1,371,398	Title I		
	Highway Improvement Areas		2,250,000	500,000	1956 Bond Authorizations Bridges		
	Street Lights Renewal Areas		500,000	500,000	Chapter 90, State Aid		
	Summer Street Bridge—Fort Point Channel		500,000				
	Water Division Total		1,700,000	1,700,000	Users Fees		
	Renewal Areas		1,400,000				
	Improvement Areas		300,000				
	Sewer Service Total	2,000,000	2,000,000				
	Renewal Areas		1,400,000				
	Improvement Areas		600,000				
	Sanitation Total	2,500,000	2,500,000				
	Complete New Incinerator	2,500,000	2,500,000				
	Headquarters Total	1,000,000	1,000,000			Highland Street Maintenance Garage	Other Public Works Department Use
	Complete City Yard		1,000,000			Albany Street Yard	Other City Departments

PUBLIC WORKS DEPARTMENT (CONTINUED)

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1966	Departmental Total	3,278,382	9,425,000	6,146,618			
	Highways and Bridges Total	1,053,382	5,500,000	4,446,618			
	Highway Renewal Areas		2,250,000	1,750,000	State Aid Anticipated		
	Highway Improvement Areas		2,250,000	500,000	Chapter 90, State Aid		
	Street Lights, Renewal Areas		500,000	500,000	1956 Bond Authorization Bridges		
	Northern Avenue Bridge—Fort Point Channel		500,000	1,696,618	Title I, National Housing Act		
	Water Division Total		1,700,000	1,700,000	Users Fees		
	Renewal Areas		1,400,000				
	Improvement Areas		300,000				
	Sewer Service Total	2,225,000	2,225,000				
	Renewal Areas		1,400,000				
	Improvement Areas		600,000				
	Union Park Street—Pumping Station		225,000				
1967	Departmental Total	4,650,000	9,500,000	4,850,000			
	Highways and Bridges Total	2,650,000	5,500,000	2,850,000			
	Highway Renewal Areas		2,250,000	500,000	Chapter 90, State Aid		
	Highway Improvement Areas		2,650,000	100,000	1956 Bond Authorization Bridges		
	Street Lights, Renewal Areas		500,000				
	Congress Street Bridge—Fort Point Channel		100,000	2,250,000	Title I, National Housing Act		
	Water Division Total		2,000,000	2,000,000	Users Fees		
	Renewal Areas		1,500,000	1,500,000			
	Improvement Areas		500,000	500,000			
	Sewer Service Total	2,000,000	2,000,000				
	Renewal Areas		1,400,000				
	Improvement Areas		600,000				
1968	Departmental Total	4,635,000	9,500,000	4,865,000			
	Highways and Bridges Total	2,635,000	5,500,000	2,865,000			
	Highway Renewal Areas		2,250,000	2,250,000	Title I, National Housing Act		
	Highway Improvement Areas		2,750,000	500,000	Chapter 90, State Aid		
	Street Lights, Renewal Areas		500,000	115,000	1956 Bond Authorization Bridges		
	Water Division Total		2,000,000	2,000,000	Users Fees		
	Renewal Areas		1,500,000				
	Improvement Areas		500,000				
	Sewer Service Total	2,000,000	2,000,000				
	Renewal Areas		1,400,000				
	Improvement Areas		600,000				

PUBLIC WORKS DEPARTMENT (CONTINUED)

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1969	Departmental Total	4,635,000	9,500,000	4,865,000			
	Highways and Bridges Total	2,635,000	5,500,000	2,865,000			
	Highway Renewal Areas		2,250,000	500,000	Chapter 90, State Aid		
	Highway Improvement Areas		2,750,000	115,000	1956 Bond Authorization Bridges		
	Street Lights, Renewal Areas		500,000	2,250,000	Title I, National Housing Act		
	Water Division Total		2,000,000	2,000,000	Users Fees		
	Renewal Areas		1,500,000				
	Improvement Areas		500,000				
	Sewer Service Total	2,000,000	2,000,000				
	Renewal Areas		1,400,000				
	Improvement Areas		600,000				
1970–75	Departmental Total	2,885,000	9,500,000	6,615,000			
	Highways and Bridges Total	885,000	5,500,000	4,615,000			
	Highway Renewal Areas		2,250,000	2,250,000	Title I, National Housing Act		
				500,000	Chapter 90, State Aid		
	Highway Improvement Areas		2,750,000	1,750,000	State Aid Anticipated		
	Street Lights, Renewal Areas		500,000	115,000	1956 Bond Authorizations, Bridges Users Fees		
	Water Division Total		2,000,000	2,000,000	Users Fees		
	Renewal Areas		1,500,000				
	Improvement Areas		500,000				
	Sewer Service Total	2,000,000	2,000,000				
	Renewal Areas		1,400,000				
	Improvement Areas		600,000				
1963–75	Total	78,765,000					
	Street Lights	4,000,000					
	Highways and Bridges	38,750,000					
	Water Division	14,475,000					
	Sewer Service	15,740,000					
	Other	5,800,000					

REAL PROPERTY BOARD—PARKING GARAGES: $27,100,000

YEAR	PROPOSED IMPROVEMENT	CAPACITY	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS
1963	Government Center Terminal	2,000	4,900,000	7,000,000	1,725,000	1956 Bond Authorization
					375,000	Cash
1965	Central Business District	500	1,500,000	1,500,000		
	Back Bay	500	1,500,000	1,500,000		
1966	Waterfront Project	700	2,100,000	2,100,000		
	Huntington Avenue	500	1,500,000	1,500,000		

REAL PROPERTY BOARD—PARKING GARAGES (CONTINUED)

YEAR	PROPOSED IMPROVEMENT	CAPACITY	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS
1967	South End, City Hospital	1,500	4,500,000	4,500,000		
	Waterfront Project	500	1,500,000	1,500,000		
1968	South Cove	1,000	3,000,000	3,000,000		
	Massachusetts Avenue	500	1,500,000	1,500,000		
	Mission Hill	500	1,500,000	1,500,000		
1969	Kenmore Square	500	1,500,000	1,500,000		
	Total Car Spaces 9200					

REAL PROPERTY BOARD—PUBLIC BUILDINGS DIVISION: $19,400,000

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1963	Total	974,000	3,000,000	2,026,000			
	New County Jail	974,000	3,000,000	2,026,000	Sale, Charles Street Jail		
						25 Church Street Building	Sell to Boston Redevelopment Authority
						Haymarket Relief Station	Sell to Boston Redevelopment Authority
1964	Total	2,000,000	2,250,000	1,250,000			
	Roxbury Court and Municipal Service Building	2,000,000	2,250,000	250,000	Sale of City Property Account	Old Roxbury Court House	Sell to Boston Redevelopment Authority
						Charles Street Jail	Sell to Boston Redevelopment Authority
1965	Total	4,473,300	4,500,000	26,700		Lexington Street Building, Charlestown	Sell to Boston Redevelopment Authority
	South Boston Courthouse and Facilities	473,300	500,000	26,700	Sale of Property Account	Vacate Broadway Municipal Building	Parks and Recreation Department
	Repairs, City Buildings	4,000,000	4,000,000				
1966						Oak and Tyler Street Building	Sell to Boston Redevelopment Authority
						Curtis Hall, Jamaica Plain	Parks and Recreation Department
1967	Total	4,000,000	4,000,000				
	Repairs, City Buildings	4,000,000	4,000,000			Arcadia Street Building Site	
						J. J. Williams Building	Health Department
1968	Total	600,000	950,000	350,000			
	Allston Municipal Building (Health Unit and Community Center)		350,000	200,000	Sales of City Property		
				150,000	Federal Grant		
	Convert Roslindale Building for Municipal Services	500,000	500,000				
	Convert Space for Brighton Police Field Office in Courthouse	100,000	100,000				
1969						Codman Square Building	Library Department

REAL PROPERTY BOARD—PUBLIC BUILDINGS DIVISION (CONTINUED)

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1970–75	Total	4,550300	4,700,000	149,700		Uphams Corner Building	Sell to Boston Redevelopment Authority
	Dorchester Municipal Services Building	550,300	700,000	149,700	Sales of City Property		
	Repairs, City Buildings	4,000,000	4,000,000				
	5 New Buildings		4,800,000				
	2 Converted Buildings		600,000				

SCHOOL DEPARTMENT: $115,175,500

YEAR	PROPOSED IMPROVEMENT		RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1963	Total		9,719,000	16,533,000	6,814,000			
	Plans—English High School			525,000	153,000	Reserve Funds		
					372,000	Bond Authorization		
							M. G. Godvin	Sell to Boston Redevelopment Authority
							A. Webster	Sell
							Prescott, McDonald, "Polk Street"	Sell to Boston Redevelopment Authority
	Elementary—Humboldt Avenue	610		1,220,000	1,220,000	1962 Bond Authorization	Boardman	Sell to Boston Redevelopment Authority
	Elementary—Devon and Normandy	610	1,220,000	1,220,000				
	Elementary—Agassiz District	550		1,100,000	1,100,000	1962 Bond Authorization	Agassiz, Old Agassiz	Sell to Boston Redevelopment Authority
	Addition—Paul A. Dever	300		600,000	600,000	1962 Bond Authorization		
	Addition—Beethoven	300		600,000	600,000	1953, 54, 56 Bond Authorization		
	Addition—Henry Grew	60+		143,000	143,000	1956 Bond Authorization		
	Addition—Michelangelo Community Center		350,000	350,000			Classroom and Gym Portion	Utilize same site
	Addition—T. Roosevelt	830	1,599,000	2,075,000	476,000	1962 Bond Authorization	Lewis Junior High School	
	Junior High School—Hyde Park	800	2,000,000	2,000,000			Old Section, W. B. Rogers Junior High School	
	Junior High School—Columbia Point	600		1,500,000	268,000	Reserve Funds	Transport to South Boston	
					1,232,000	1962 Bond Authorization		
	Junior High School—O'Brien and Winthrop District		2,550,000	2,550,000			Lewis Junior High School	
	New Supply Building			650,000	650,000	Sale of School Property		
	Repairs (including completion of C. Sumner)		2,000,000	2,000,000				

SCHOOL DEPARTMENT (CONTINUED)

YEAR	PROPOSED IMPROVEMENT		RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1964	Total		16,223,000	16,920,000	697,000			
	Construction First Phase, English High School	3100	7,600,000	8,000,000	400,000	Federal Grant Anticipated	T. Roosevelt Annex	Intermediate Use
	Elementary—Winthrop District	610	1,220,000	1,220,000	0		Winthrop School	Sell to Boston Redevelopment Authority
	Elementary—Groom Street	610	1,220,000	1,220,000	0			
	Elementary—Breeds Hill	420	840,000	840,000	0		Bunker Hill	Sell to Boston Redevelopment Authority
							Harvard	Sell to Boston Redevelopment Authority
	Addition—Hawthorne	280	560,000	560,000	0			
	Elementary—Mendell District	550	1,100,000	1,100,000	0		M. Fuller	Sell to Boston Redevelopment Authority
	Addition—J. A. Garfield	240	480,000	480,000	0			
	Addition—J. P. Manning	200	103,000	400,000	297,000	1956 Bond Authorization		
	Elementary—Almont Street Playground	350	700,000	700,000	0		Lowell Mason	Sell to Boston Redevelopment Authority
	Elementary—Fairmount Region	200	400,000	400,000	0		Weld	Site for Replacement
	Repairs and Rehabilitation		2,000,000	2,000,000	0		A. Davis, Allen, Lowell, Lyman, Andrew, Gaston	Sell to Boston Redevelopment Authority
1965	Total		15,880,000	15,880,000				
	Plans—Vocational School		400,000	400,000				
	Elementary—Bartlett Street	410	820,000	820,000			Dudley, Dillaway	Sell to Boston Redevelopment Authority
	Plans—Girls' Latin		50,000	50,000				
	Elementary—Alpine Street	410	820,000	820,000			Howe	Sell to Boston Redevelopment Authority
	Elementary—Prince District	200	400,000	400,000			Prince School Elementary	Sell to Boston Redevelopment Authority
	Elementary—South Cove	380	760,000	760,000			Quincy	Sell to Boston Redevelopment Authority
							A. Lincoln Elementary	Special Programs
	Elementary—West of Massachusetts Avenue	550	1,100,000	1,100,000			Sherwin, Hyde, Everett Elementary	Sell to Boston Redevelopment Authority
	Elementary—North of Tremont	550	1,100,000	1,100,000			Bancroft	
	Elementary—Orient Heights	200	400,000	400,000				
	Elementary—Mt. Bowdoin	760	1,520,000	1,520,000			Gibson	Sell
							Atherton	Sell
	Elementary—Washington Allston District	350	700,000	700,000			Washington Allston	Sell
	Elementary—Chittick District	380	760,000	760,000				
	Junior High School—South End	820	2,050,000	2,050,000			Hyde, Sherwin, Prince, Lincoln Intermediate Classes	
	Junior High School—North Dorchester	700	1,750,000	1,750,000			Russell Intermediate Classes	Elementary use
	Junior High School—Orient Heights	500	1,250,000	1,250,000			Cheverus	Sell
	Repairs and Rehabilitation		2,000,000	2,000,000				

SCHOOL DEPARTMENT (CONTINUED)

YEAR	PROPOSED IMPROVEMENT		RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1966	Total		15,460,000	16,260,000	800,000			
	Construct New Vocational School	3000	7,400,000	7,850,000	450,000	Federal Grant Anticipated	Trade High School and Annex	Sell
	Conversion old English to Girls' Latin		400,000	400,000	0			
	Elementary—Parker Hill	350	700,000	700,000			Charles Bulfinch	Sell to Boston Redevelopment Authority
	Elementary—Parkman District	410	820,000	820,000	0		F. Parkman, Original Building	Raze
	Elementary—Garvey Playground	200	400,000	400,000	0		Minot	Sell
	Elementary—Northwest Hyde Park	380	700,000	700,000	0			
	Elementary—Harold and Seaver Streets	820	1,640,000	1,640,000	0		M. Hemenway R. Clap Southworth	Sell Raze—Play Space
	Addition—Winthrop District Junior High School	300	750,000	750,000	0			
	Renovation, City Hall Annex		650,000	1,000,000	350,000	Sale of City Property Account	A. Gray 15 Beacon Street Building	Sell to Boston Redevelopment Authority Sell
	Repairs and Rehabilitation		2,000,000	2,000,000	0			
1967	Total		9,620,000	9,620,000				
	Conversion old Girls' Latin School		220,000	220,000			Trade School for Girls School of Business Education	Sell Sell to Boston Redevelopment Authority
	Plans—English Campus Expansion		200,000	200,000				
	Elementary—Bunker Hill	420	840,000	840,000			W. H. Kent	Sell to Boston Redevelopment Authority
	Elementary—Franklin Square	550	1,100,000	1,100,000			J. Bates	Sell to Boston Redevelopment Authority
	Elementary—Highland Park	610	1,220,000	1,220,000			Abby May	Sell to Boston Redevelopment Authority
	Elementary—Uphams Corner	610	1,220,000	1,220,000				
	Elementary—Hart, Gaston, Perry District	350	700,000	700,000			T. N. Hart	Sell to Boston Redevelopment Authority
	Elementary—Healy Playground	200	400,000	400,000			H. Abrahams	Sell
	Elementary—Franklin Field	610	1,220,000	1,220,000				
	Junior High School Facility—Myrtle Street		250,000	250,000				
	Roslindale High School Gymnasium—Community Center Addition		250,000	250,000				
	Repairs and Rehabilitation		2,000,000	2,000,000				

SCHOOL DEPARTMENT (CONTINUED)

YEAR	PROPOSED IMPROVEMENT		RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1968	Total		7,620,000	7,620,000				
	Construct Second Stage English Campus		2,000,000	2,000,000				
	Plans for Third Stage Expansion	800	200,000	200,000				
	Elementary—near Castle Square	350	700,000	700,000			J. J. Williams	Sell to Boston Redevelopment Authority
	Addition—Bartlett Street School	200	400,000	400,000				
	Elementary—Eagle Hill	350	1,110,000	1,110,000			Sheridan, Chapman	Sell to Boston Redevelopment Authority
	Elementary—South Roslindale	610	1,220,000	1,220,000				
	Repairs and Rehabilitation		2,000,000	2,000,000				
1969	Total		13,272,500	13,272,500				
	Construct Third Stage English Campus	800	2,000,000	2,000,000				
	Plans for Final Stage Expansion		200,000	200,000				
	Addition—New Hart School	200	400,000	400,000			B. F. Dean	Sell to Boston Redevelopment Authority
	Addition—E. Everett	200	400,000	400,000				
	Elementary—Union Square, Brighton	350	700,000	700,000			W. H. Taft Elementary	Convert—Intermediate Use
	Elementary—Ronan Park		400,000	400,000				
	Elementary—Talbot Avenue and Wales	380	760,000	760,000				
	Junior High School—East Boston	560	1,475,000	1,475,000			J. Barnes	Sell
	Junior High School—Roxbury	1320	3,300,000	3,300,000				
	Addition—O. W. Holmes Junior High School	150	375,000	375,000				
	Addition—W. H. Taft Junior High School	200	500,000	500,000			1895 Portion, W. H. Taft	Raze for Site
	Improve Lewenberg School as Community Center		150,000	150,000				
	Addition—Hyde Park Junior High		612,500	612,500			Old Portion, W. B. Rogers	Raze
	Repairs and Rehabilitation		2,000,000	2,000,000				
1970–75	Total		19,070,000	19,070,000				
	Construct Final Stage English Campus	800	2,000,000	2,000,000				
	Elementary—Ceylon Street Playground	760	1,520,000	1,520,000			Fenwick, Brooks	Sell to Boston Redevelopment Authority
	Elementary—Murphy Playground	350	700,000	700,000				
	Elementary—Hemenway Playground	200	400,000	400,000				
	Elementary—Norcross	350	700,000	700,000			Norcross	
	Elementary—Selden and Gladeside	350	700,000	700,000			C. Burnham E. P. Tileston	Sell to Boston Redevelopment Authority Sell

SCHOOL DEPARTMENT (CONTINUED)

YEAR	PROPOSED IMPROVEMENT		RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
	Elementary—Oak Square	200	400,000	400,000			Old Oak Square	Sell
	Elementary—Walker Playground	350	700,000	700,000			R. Wolcott	Sell
	Elementary—Walk Hill	350	700,000	700,000			C. Logue M. Baker	Sell
	Addition—E. A. Fifield	200	400,000	400,000			T. F. Leen	Sell
	Addition—Ronan Park School	350	700,000	700,000			B. Cushing	Sell
	Elementary—Rockview Street	550	1,100,000	1,100,000			Bowditch, Wyman	Sell to Boston Redevelopment Authority
	Elementary—Mt. Pleasant	550	1,100,000	1,100,000			A. Palmer, Bacon	Sell to Boston Redevelopment Authority
	Elementary—Otisfield Street	350	700,000	700,000			Q. E. Dickerman	Sell to Boston Redevelopment Authority
	Elementary—Marshfield Street	550	1,100,000	1,100,000			S. W. Mason	Sell to Boston Redevelopment Authority
	Elementary—Old Harbor	350	700,000	700,000				
	Elementary—Marshall District	700	1,400,000	1,400,000			John Marshall	Sell
	Elementary—Longfellow District	700	1,400,000	1,400,000			Longfellow	Sell
	Elementary—Stuart District	200	400,000	400,000			G. Stuart	Sell
	Improve R. G. Shaw as Community Center		250,000	250,000				
	Repairs (include C. H. Taylor second floor)		2,000,000	2,000,000				

TRAFFIC DEPARTMENT: $1,673,000

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1963	Total	55,000	199,000	144,000			
	New Cable, Signal Unit #2		69,000	69,000	State: Chapter 782, Acts of 1962	Existing Cable	Sell for Scrap
	New Signal Installations		75,000	75,000	State: Chapter 782, Acts of 1962		
	New Signal Housings	30,000	30,000			Obsolete Types	Scrap
	Signal System Study	25,000	25,000				
1964	Total	115,000	190,000	75,000			
	New Signal Installations	25,000	100,000	75,000	State: Chapter 782, Acts of 1962		
	New Type Pedestrian Signals	90,000	90,000				
1965	Total	190,000	190,000				
	New Signal Installations	100,000	100,000				
	New Type Pedestrian Signals	90,000	90,000				

TRAFFIC DEPARTMENT (CONTINUED)

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1966	Total	264,000	514,000	250,000			
	New Cable, Signal Unit #1 Downtown	14,000	44,000	30,000	State Aid Anticipated	Existing Cable	Sell for Scrap
	New Signal Installations		100,000	100,000	State Aid Anticipated		
	New Type Pedestrian Signals	90,000	90,000				
	New Equipment, Signal Unit #1		120,000	120,000	State Aid Anticipated	Existing Obsolete Equipment	Scrap, Spare Parts
	Headquarters Expansion	160,000	160,000				
1967	Total	190,000	190,000				
	New Signal Installations	100,000	90,000				
	New Type Pedestrian Signals	90,000	100,000				
1968	Total	190,000	190,000				
	New Signal Installations	100,000	100,000				
	New Type Pedestrian Signals	90,000	90,000				
1969	Total	100,000	100,000				
	New Signal Installations	100,000	100,000				
1970–75	Total	100,000	100,000				
	New Signal Installations	100,000	100,000				
1963–75	Total	1,673,000					
	New Signal Installations	800,000					
	Pedestrian Signals	450,000					
	Signal Units #1 and #2	233,000					
	Other	190,000					

WELFARE DEPARTMENT: $1,517,000

YEAR	PROPOSED IMPROVEMENT	RECOMMENDED NEW CITY AUTHORIZATIONS	GROSS COST	PRIOR AUTHORIZATIONS AND OTHER SOURCES AMOUNT	SOURCE OF FUNDS	DISPOSITION OF VACATED FACILITY FACILITY	DISPOSITION
1963	Land for Hancock Street Expansion	4,500	17,000	12,500	Federal, State Aids		
	New Temporary Home	500,000	500,000			Vacate Space, Chardon Street	Convert to Training Center
1964	Expand Hancock Street Office	62,500	250,000	187,500	Federal, State Aids		
1965	Convert Space for Training Center		150,000	150,000	Federal, State Aids		
1966	New District Office, Jamaica Plain	150,000	600,000	450,000	Federal, State Aids		
	Total Federal—State	$800,000					
	Total City	$717,000					

BACK BAY

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1963	Library Main Expansion—(plans)	500,000			500,000		
	Police						
	Police Headquarters (Electrical Repairs)	160,000		160,000		Boylston Street Station #16	Hold
	Public Works						
	Dalton Street Bridge	500,000		500,000			
1964	Library						
	Main Expansion	2,000,000			2,000,000		
1965	Schools						
	Prince District	400,000		400,000		Prince School	Sell to Boston Redevelopment Authority
	Parks and Recreation						
	Commonwealth Avenue Irrigation	31,000	31,000				
	New Garage	1,500,000		1,500,000			
1966	Parks and Recreation						
	Prince Playground	17,500	17,500				
	Library						
	Main Expansion	2,700,000		2,400,000	300,000		
1967	Library						
	Main Expansion	2,700,000		2,700,000			
1968	Library						
	Main Expansion	2,900,000		950,000	1,950,000		

BRIGHTON

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1964	Schools						
	Garfield Addition	480,000		480,000			
	Parks and Recreation						
	Garfield Playground	17,500		17,500			
	Library	400,000		400,000		Present Brighton Library	Raze
1965	Schools						
	New Washington Allston						
	Parks and Recreation	700,000		700,000		Old Washington Allston	Sell
	New Washington Allston						
	Playground	17,500		17,500			
1968	Parks and Recreation						
	Edison Playfield	150,000		150,000			
	Library						
	Allston Branch	350,000		350,000		Present Allston Branch Library	Vacate Lease
	Public Buildings						
	Allston—Health-Community Center						
	Municipal Building	350,000		200,000	150,000		
	Brighton Courthouse Field						
	Office for Police	100,000		100,000		Police Station #14	

BRIGHTON (CONTINUED)

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1969	Schools						
	Taft Junior High School—Community Center Addition	500,000		500,000		Original Portion W. H. Taft	Raze for site
	Union Square Elementary	700,000		700,000		Taft Elementary Section	Use as Junior High School
	Parks and Recreation						
	Union Square Playground	17,500		17,500			
	Fire						
	Market Street Station	350,000		350,000		Western Avenue Station	Sell
1970–75	Schools						
	New Oak Square Elementary	400,000		400,000		Old Oak Square School	Sell
	Fire						
	Union Square Station	350,000		350,000		Harvard Street Station	Sell
	Health						
	Expand space in Brighton Courthouse	100,000		100,000			

CHARLESTOWN

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1963	(Warren-Prescott School)					Prescott, McDonald	Sell to Boston Redevelopment Authority
	(Pre 1963 Undertaking)					"Polk Street" Schools	
	Parks and Recreation						
	Small Parks	50,000	50,000				
	Edwards Playfield	150,000	150,000				
	Fire					Main Street Station (shut)	Sell to Boston Redevelopment Authority
	New Bunker Hill Station	350,000		350,000		Bunker Hill Station	Sell to Boston Redevelopment Authority
1964	Schools						
	Breeds Hill Elementary	840,000		840,000		Harvard, Kent Schools	Sell to Boston Redevelopment Authority
	Parks and Recreation						
	Breeds Hill Playground	17,500	17,500				
	Mystic School, Community Center	700,000		700,000		Lexington Street Municipal	
1965	Parks and Recreation						
	Little Mystic Playfield	250,000	250,000				
	Library Expansion	224,000		224,000			
1967	Schools						
	Bunker Hill Elementary	840,000		840,000		Old Bunker Hill School	Sell to Boston Redevelopment Authority
	Parks and Recreation						
	Bunker Hill Playground	17,500	17,500				
	Fire						
	Chelsea Street Station	350,000		350,000		Monument Street Station	Sell to Boston Redevelopment Authority

DORCHESTER

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1963	Schools						
	Dever Addition	600,000		600,000			
	Columbia Point Junior High School	1,500,000		1,500,000			
	Welfare						
	Land, Hancock Street expand	17,000		4,500	12,500		
1964	Schools						
	Almont Street	700,000		700,000		Lowell Mason School	Sell to Boston Redevelopment Authority
	Welfare						
	Expand Hancock Street Office	250,000		62,500	187,500		
1965	Schools						
	North Dorchester Junior High School	1,750,000		1,750,000		Uphams Corner Recreation Center	
	Mount Bowdoin Elementary	1,520,000		1,520,000		Atherton, Gibson Schools	Sell
	Parks and Recreation						
	Mattapan Project Park	125,000	125,000				
	Mt. Bowdoin Playground	17,500		17,500			
	Library						
	Fields Corner Branch	370,000		370,000		Dorchester Branch	Vacate Arcadia Street Building
	Fire						
	Franklin Field Station	350,000		350,000			
1966	Schools					Hemenway School	Sell
						Southworth School	Raze for Play Space
						Roger Clap School	Sell
						Minot School	Sell
	Garvey Playground Elementary	400,000		400,000			
	Parks and Recreation						
	North Dorchester	150,000		150,000			
	Police					Police Station #19	Sell
	Codman Square Station	700,000		700,000		Police Station #11	Raze Building, Transfer to Health Department
1967	Schools						
	Conversion of Girls' Latin to Girls' Trade and School of Business Education	220,000		220,000		School of Business Education Girls' Trade	Sell to Boston Redevelopment Authority Sell
	Callender St. Elementary	1,220,000		1,220,000			
	Parks and Recreation						
	Callender Street School Playground	17,500		17,500			
	Library						
	New Lower Mills Branch	370,000		370,000		Lower Mills Branch	Sell
1968	Parks and Recreation						
	South Dorchester Community Center	250,000		250,000			
	Health						
	Arcadia Street Unit	400,000			400,000		

DORCHESTER (CONTINUED)

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1969	Schools						
	Everett Addition	400,000		400,000			
	Holmes Junior High School Addition	375,000		375,000			
	Ronan Park Elementary	400,000		400,000			
	Talbot Avenue and Wales	760,000		760,000			
	Improve Lewenberg as Community Center	150,000		150,000			
	Parks and Recreation						
	Holmes Junior High School Playground	150,000		150,000			
	Everett School Playground	17,500		17,500			
	Talbot School Playground	17,500		17,500			
1969	Health						
	Codman Hill Unit	400,000			400,000	Basement of Library	Vacate
1970–75	Schools					F. Nightingale	Sell
	Hemenway Playground Elementary	400,000		400,000			
	Walker Playground Elementary	700,000		700,000			
	Fifield—Addition	400,000		400,000		T. Leen School	Sell
	Ronan Park—Addition	700,000		700,000		B. Cushing School	Sell
	Selden and Gladeside Elementary	700,000		700,000		E. P. Tileston School	Sell
	New Stuart Elementary	400,000		400,000		G. Stuart School	Sell
	Walk Hill Elementary	700,000		700,000		M. Baker and C. Logue Schools	Sell
	New Marshall Elementary	1,400,000		1,400,000		J. Marshall School	Sell
	Parks and Recreation						
	Selden and Gladeside Playground	17,500		17,500			
	New Stuart Playground	17,500		17,500			
	Walk Hill Playground	17,500		17,500			
	New Marshall Playground	17,500		17,500			
	Public Buildings						
	Dorchester Municipal Building	700,000		700,000			

DOWNTOWN

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1963						Long Island Hospital 26 Church Street offices	Sell to Boston Redevelopment Authority
1964	Parks and Recreation						
	Public Garden Irrigation	80,000		80,000			
1965	Schools					Quincy School	Sell to Boston Redevelopment Authority
	South Cove Elementary	760,000		760,000		A. Lincoln School	Special School Use
	Fire						
	Columbus-Berkeley	350,000		350,000		Broadway Station	Sell to Boston Redevelopment Authority

DOWNTOWN (CONTINUED)

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
	Parks and Recreation						
	Small Parks	60,000	60,000				
	South Cove Community Center	300,000		300,000		Tyler Street Recreation Center	Sell to Boston Redevelopment Authority
	Parking						
	Central Business District Garage	1,500,000		1,500,000			
1966	Parks and Recreation						
	South Cove Playground	17,500	17,500				
1968	Parking						
	South Cove Garage	3,000,000		3,000,000			

DOWNTOWN NORTH, WEST END AND BEACON HILL

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1963	Health						
	Schools					Haymarket Relief Station	Sell to Boston Redevelopment Authority
	Michelangelo School—Community Center Addition	350,000		350,000			
	Parking Garages						
	Government Center Terminal	7,000,000		7,000,000			
	Library, West End Branch	300,000		300,000			
	Fire						
	Joy and Cambridge Streets Station	350,000		350,000		Bowdoin Square Station	Sell to Commonwealth
	Police						
	Government Center Consolidated Station	1,200,000		1,200,000		Station House #1	Transfer to Health Department
	Public Buildings						
	New Jail	3,000,000		3,000,000		Station House #2	Sell to Boston Redevelopment Authority
						Charles Street Jail	Sell to Boston Redevelopment Authority
1965	Welfare						
	Convert Chardon Street Home to Training Center	150,000			150,000		
	Health						
	Conversion of Police Station #1 to Unit	100,000		100,000		North End Health Unit	Sell to Boston Redevelopment Authority
1966	Parking						
	Waterfront Garages	2,100,000		2,100,000			
	Schools						
	Renovate Old City Hall for School Administration	1,000,000				Bowdoin School Myrtle Street	Raze
						15 Beacon Street building	Sell
1967	Schools						
	Myrtle Street School—Community Center	250,000		250,000			
	Parking						
	Waterfront Garages	1,500,000		1,500,000			

EAST BOSTON

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1966	Schools					Lyman School	Sell to Boston Redevelopment Authority
	Fire						
	Maverick Square Station	350,000		350,000		Paris Street Station	Sell to Boston Redevelopment Authority
1968	Schools						
	Eagle Hill Elementary	1,100,000		1,100,000		Sheridan School	Sell to Boston Redevelopment Authority
						Chapman School	Sell to Boston Redevelopment Authority
	Parks and Recreation						
	Eagle Hill Playground	17,500	17,500				
1969	Police						
	Field Office Conversion	100,000		100,000			
	Schools						
	Junior High School and Community					Paris Street Recreation Center	Sell to Boston Redevelopment Authority
	Center	1,475,000		1,475,000		J. Barnes School	Sell to Boston Redevelopment Authority
1970–75	Parks and Recreation						
	East Boston Junior High School						
	Playfield	150,000	150,000				

HYDE PARK

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1963	Schools						
	Hyde Park Junior High School					Weld, Amos	Sell
	Community Center	2,000,000		2,000,000		Webster Schools	
	H. Grew Addition	143,000		143,000			
	Parks and Recreation						
	Hyde Park Junior High School						
	Playfield	150,000		150,000			
1964	Schools						
	New Weld Elementary	400,000		400,000			
	Parks and Recreation						
	New Weld Playground	17,500		17,500			
1965	Schools						
	Chittick District Elementary	760,000		760,000			
	Police						
	Improve Hyde Park Station	150,000		150,000			
1966	Schools						
	New West Hyde Park Elementary	700,000		700,000			
	Parks and Recreation						
	West Hyde Park Playground	17,500		17,500			
	Chittick District Playground	17,500		17,500			
1968	Fire Department						
	River Street Station	350,000		350,000		Readville and Winthrop Street Hyde Park Stations	Sell

HYDE PARK (CONTINUED)

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1969	Schools						
	Hyde Park Junior High School Addition	612,500		612,500		W. B. Rogers, original portion	Raze
1970–75	Health						
	Convert Space in Hyde Park Municipal Building for Unit	200,000		200,000		Hyde Park Health Unit	Sell

JAMAICA PLAIN

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1963	Schools						
	New Agassiz Elementary	1,100,000		1,100,000		Agassiz, Old Agassiz	Sell to Boston Redevelopment Authority
	T. Roosevelt School—Community Center Addition	2,075,000		2,075,000		Lewis Junior High School, Roxbury	Convert to Elementary
1964	Parks and Recreation						
	Agassiz Playground	17,500	17,500				
	Health						
	New Unit	400,000		400,000		Curtis Hall Space	Parks and Recreation Department
	Schools						
	Mendell District Elementary	1,100,000		1,100,000		Roosevelt Elementary	Convert to Intermediate School
	Addition to J. Manning					M. Fuller School	Sell to Boston Redevelopment Authority
	Moss Hill	400,000		400,000			
1965	Parks and Recreation						
	Mendell District Playground	17,500		17,500			
1966	Police					Police Station #13	Sell to Boston Redevelopment Authority
	Parks and Recreation						
	Improve Curtis Hall	250,000		250,000			
	Welfare						
	Forest Hills District Office	600,000		150,000	450,000		
1967	Parks and Recreation						
	T. Roosevelt Playfield	150,000	150,000				
1968	Parks and Recreation						
	Olmstead Park Rehabilitation	160,000		160,000			
1969	Fire						
	New Station	350,000		350,000		Centre Street, Jamaica Plain Station	Sell to Boston Redevelopment Authority
1970–75	Schools						
	Murphy Playground Elementary	700,000		700,000			
	Rockview Street Elementary	1,100,000		1,100,000		Bowditch, Wyman Schools	Sell to Boston Redevelopment Authority
	Parks and Recreation						
	Rockview Street Playground	17,500	17,500				

ORIENT HEIGHTS

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1965	Schools						
	Orient Heights Junior High School	1,250,000		1,250,000		Cheverus School	Sell
	Orient Heights Elementary	400,000		400,000		Cheverus School	Sell
1968	Library						
	New Branch	350,000		350,000		Present Orient Heights Branch	Vacate Lease

PARKER HILL—FENWAY

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1963	Schools					Ira Allen School	Sell to Boston Redevelopment Authority
	Parks and Recreation						
	Mission Hill Park	250,000	250,000				
1964	Parks and Recreation						
	Fens Rehabilitation	100,000	100,000				
	Fire						
	Kenmore Station	350,000		350,000		Boylston Street Back Bay Station	
1965	Parks and Recreation						
	Mission Hill	450,000	450,000				
	Schools						
	Plans for English High School Conversion	50,000		50,000			
1966	Schools					Trade High School for Girls	Sell
	Parker Hill Elementary	700,000		700,000		C. Bulfinch	Sell to Boston Redevelopment Authority
	Convert English High School to Girls' Latin	400,000		400,000		Boston Trade High School	Sell to Boston Redevelopment Authority
	Parks and Recreation						
	Parker Hill Playground	17,500	17,500				
	Health						
	New Parker Hill Unit	400,000		400,000		Whittier Street Roxbury	
	Parking						
	Huntington Garage	1,500,000		1,500,000			
1967	Parks and Recreation						
	Riverway Rehabilitation	40,000	40,000				
1968	Parking						
	Mission Hill Garage	1,500,000		1,500,000			
1969	Parking						
	Kenmore Square Garage	1,500,000		1,500,000			

ROSLINDALE

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1966	Schools						
	New F. Parkman District Elementary	820,000		820,000		Original Section F. Parkman	Raze
	Parks and Recreation						
	F. Parkman District Playground	17,500		17,500			
1967	Schools						
	Healy Playground Elementary	400,000		400,000		H. Abrahams School	Sell
	Roslindale High School Gymnasium and Community Center Addition	250,000		250,000		Recreation Space in Municipal Building	Public Buildings Division
1968	Schools						
	South Roslindale Elementary	1,220,000		1,220,000			
	Parks and Recreation						
	South Roslindale Playground	17,500		17,500			
	Public Buildings						
	Conversion of Roslindale Muncipal Building for Municipal Offices	500,000		500,000			
1970–75	Schools						
	New Longfellow Elementary	1,400,000		1,400,000		Longfellow School	Sell
	Parks and Recreation						
	Longfellow Playground	17,500		17,500			

ROXBURY—NORTH DORCHESTER

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1963	Schools						
	Winthrop Junior High School—Community Center	2,550,000		2,550,000		M. G. Godvin School Uphams Corner Recreation Center	Sell to Boston Redevelopment Authority Vacate
	Humboldt Elementary	1,220,000		1,220,000		W. L. P. Boardman School	Sell to Boston Redevelopment Authority
	Devon and Normandy Elementary	1,220,000		1,220,000			
	Parks and Recreation						
	Walnut Park Tot Lot	2,500	2,500				
	Ellis Playground	17,500	17,500				
	Welfare						
	Temporary Home for Women and Children	500,000		500,000		Chardon Street Home	
	Health						
	Washington Park Center	400,000		400,000		Savin Street Unit	Sell to Boston Redevelopment Authority

ROXBURY—NORTH DORCHESTER (CONTINUED)

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1964	Schools						
	New Winthrop District Elementary	1,220,000		1,220,000		A. Davis School	Sell to Boston Redevelopment Authority
						Winthrop School	Sell to Boston Redevelopment Authority
	Groom Street Elementary	1,220,000		1,220,000			
	Hawthorne Addition	560,000		560,000			
	Parks and Recreation						
	Washington Park Community Center	500,000		500,000		Cabot Street Recreation Building	Sell to Boston Redevelopment Authority
	Washington Park Addition	120,000	120,000				
	Winthrop Junior High School Playfield	150,000	150,000				
	Washington Park Playground	150,000	150,000				
	Humboldt Avenue Playground	17,500	17,500				
	Devon-Normandy Playground	17,500	17,500				
	Elm Hill Tot Lot	2,500	2,500				
	Library						
	Dudley Civic Center Branch	370,000		370,000		Mount Pleasant Branch	Vacate space in Vine Street Municipal Building
	Public Buildings						
	Roxbury Court House	2,000,000		2,000,000		Old Roxbury Court House	Sell to Boston Redevelopment Authority
	Municipal Service Offices Wing	250,000		250,000			
	Police						
	Dudley Center Station	700,000		700,000		Police Stations #9, 10 and 13 (Jamaica Plain)	Sell to Boston Redevelopment Authority
	Fire						
	Blue Hill and Quincy Station	350,000		350,000		Warren and Quincy Street Station	Sell to Boston Redevelopment Authority
1965	Schools						
	Alpine Elementary	820,000		820,000		J. W. Howe School	Sell to Boston Redevelopment Authority
	Bartlett Elementary	820,000		820,000		Dudley, Dillaway Schools	Sell to Boston Redevelopment Authority
	Parks and Recreation						
	Dale and Walnut Park	20,000	20,000				
	Townsend and Humboldt Park	80,000	80,000				
	Mount Pleasant Playground	150,000	150,000				
	Groom Street Playground	17,500	17,500				
	Winthrop Elementary Playground	17,500	17,500				
	Bartlett Street Playground	17,500	17,500				
1966	Schools					Sherwin, Asa Gray Schools	Sell to Boston Redevelopment Authority
	Winthrop Junior High School	750,000		750,000			
	Harold and Seaver Elementary	1,640,000		1,640,000		Williams School	Sell to Boston Redevelopment Authority
	Parks and Recreation						
	Crawford Street Park	240,000	240,000				
	St. James Street Park	40,000	40,000				
	Alpine Street Playground	17,500	17,500				
	Cobden Street Small Park	20,000	20,000				
	Health					Whittier Street Unit	Sell to Boston Redevelopment Authority
	Fire					Centre Street Station	Sell to Boston Redevelopment Authority
	Dudley and Harrison Station	350,000		350,000		Dudley and Blue Hill	Sell to Boston Redevelopment Authority
						Dudley and Winslow Stations	Sell to Boston Redevelopment Authority

ROXBURY—NORTH DORCHESTER (CONTINUED)

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1967	Schools					School of Business Education	Sell to Boston Redevelopment Authority
	Highland Park Elementary	1,220,000		1,220,000		Abby May School	Sell to Boston Redevelopment Authority
	Uphams Corner Elementary	1,220,000		1,220,000			
	Parks and Recreation						
	Campbell Junior High School Playfield	150,000	150,000				
	Uphams Corner Playground	17,500	17,500				
	Library						
	Grove Hall Branch	370,000		370,000		Memorial Branch Library	
						Mount Bowdoin Branch Library	Vacate Lease
1968	Schools						
	Bartlett Street Addition	400,000		400,000		Bacon School	Sell to Boston Redevelopment Authority
	Parks and Recreation						
	Harold and Seaver Playground	17,500	17,500				
1969	Schools						
	Roxbury Junior High School—Community Center	3,300,000		3,300,000		Vine Street Recreation Center	Sell to Boston Redevelopment Authority
	Library						
	Uphams Corner Branch	350,000		350,000		Uphams Corner Municipal Building	Sell to Boston Redevelopment Authority
1970–75	Schools					Fenwick, P. Brooks	Sell to Boston Redevelopment Authority
	Ceylon Street Elementary	1,520,000		1,520,000			
	Marshfield Street Elementary	1,100,000		1,100,000		S. W. Mason School	Sell to Boston Redevelopment Authority
	Otis Field Street Elementary	700,000		700,000		Q. Dickerman School	Sell to Boston Redevelopment Authority
	Mt. Pleasant Elementary	1,100,000		1,100,000		Palmer School	Sell to Boston Redevelopment Authority
	Parks and Recreation						
	Marshfield Street Playground	17,500	17,500				
	Otis Field Street	17,500	17,500				

SOUTH BOSTON

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1965	Schools					Andrew, Gaston School	Sell to Boston Redevelopment Authority
	Public Buildings						
	South Boston Court Facility	500,000		500,000		Space in Broadway Municipal Building	Parks and Recreation Department
1967	Parks and Recreation						
	Hart Playground	17,500	17,500				
	Improve Broadway Center	250,000		250,000			
	Fire						
	New Station	350,000		350,000		Congress Street Station	Sell to Boston Redevelopment Authority
	Schools						
	Hart, Gaston, Perry District	700,000		700,000		Hart School	Sell to Boston Redevelopment Authority
1968	Parks and Recreation						
	L Street Bath Rehabilitation	300,000		300,000			

SOUTH BOSTON (CONTINUED)

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1969	Schools						
	New Hart Addition	400,000		400,000			
	Parks and Recreation						
	South Boston Playfield	150,000	150,000				
1970–75	Schools						
	New Norcross Elementary	700,000		700,000		Choate Burnham and Norcross Schools	Sell to Boston Redevelopment Authority
	Old Harbor Elementary	700,000		700,000			
	Parks and Recreation						
	Norcross Playground	17,500	17,500				
	Old Harbor Playground	17,500	17,500				

SOUTH END

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1963	Police					L. M. Alcott School	Sell to Boston Redevelopment Authority
	Improve Station #4	150,000		150,000		Station #16 Back Bay	Hold
	Hospital						
	General Alterations	4,530,400		3,381,650	1,148,750		
	Alcoholics Center and Plans Research	820,000		100,000	720,000		
1965	Schools						
	Junior High School South End	2,050,000		2,050,000		J. J. Williams Recreation Center	Health Department
	West of Massachusetts Avenue Elementary	1,100,000		1,100,000		Hyde, Everett, Sherwin	Sell to Boston Redevelopment Authority
	North of Tremont Street Elementary	1,100,000		1,100,000		Bancroft, Rice Schools	Sell to Boston Redevelopment Authority
1966	Parks and Recreation						
	South End Playfield	150,000	150,000			Carter Playground	Sell to Boston Redevelopment Authority
	West of Massachusetts Avenue Playground	17,500	17,500				
	North of Tremont Playground	17.500	17,500				
	Library						
	New South End Branch	350.000	350.000			Basement, J. J. Williams	
	Public Works						
	Union Park Pumping Station	225,000		225,000		Present Station	Utilize site
1967	Schools						
	Franklin Square	1,100,000		1,100,000		J. Bates School	Sell to Boston Redevelopment Authority
	Parks and Recreation						
	Franklin Square Playground	17,500	17,500				
	Parking						
	Albany Street Garages	4,500,000		4,500,000			
	Health						
	J. J. Williams Conversion	300,000		300,000		Present Health Unit	Hospital Department

SOUTH END (CONTINUED)

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1968	Schools						
	Castle Square Elementary	700,000		700,000		J. J. Williams School	Sell to Boston Redevelopment Authority
	Parks and Recreation						
	Second Junior High School Playfield	150,000		150,000		Rotch Playground	Sell to Boston Redevelopment Authority
	Parking						
	Massachusetts Avenue Garage	1,500,000		1,500,000			
1969	Parks and Recreation						
	Castle Square Playground	17,500	17,500				

WEST ROXBURY

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1963	Schools						
	Beethoven Addition	600,000		600,000			
	Parks and Recreation						
	Beethoven Playground	17,500		17,500			
1965						Police Station	Sell
1970–75	Schools						
	Improve R. G. Shaw for Community Center Facility	250,000		250,000			
	Fire						
	West Roxbury Parkway Station	350,000		350,000		Centre Street West Roxbury Station	Sell

CITYWIDE

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1963	Schools						
	English Campus High School Plan	525,000		525,000			
	School Repair	2,000,000		2,000,000			
	New Supply Building	650,000		650,000			
	Parks and Recreation	170,000	24,000	146,000			
	Police						
	Academy, Long Island	75,000		75,000		Patrol Boat 45 3 old Police Boats	U. S. Navy Sell
	Hospital, Long Island	50,000			50,000		
	Traffic	199,000		55,000	144,000		
	Public Works Department						
	Highway Division	4,750,000	1,113,040	1,336,960	2,300,000		
	Water Division	1,575,000		1,525,000	50,000		
	Sewer Division	1,075,000		1,025,000	50,000		
	Sanitation Division	150,000		150,000			
	Headquarters Division	100,000		100,000			

CITYWIDE (CONTINUED)

YEAR	PROJECT AND PROCESS	COST	FINANCING SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1964	Schools						
	English Campus High School	8,000,000		7,600,000	400,000	Fenway English High School Building	Girls' Latin
	School Repairs	2,000,000		2,000,000			
	Parks and Recreation	170,000	24,000	146,000			
	General Renewal Parks	130,000	130,000				
	Police						
	Service Center—South Bay	1,000,000		1,000,000		Scattered Facilities	
	Traffic	190,000		115,000	75,000		
	Public Works Department						
	Highway Division	4,500,000		4,000,000	500,000		
	Water Division	1,500,000		1,500,000			
	Sewer Division	2,440,000		2,440,000			
	Sanitation Division (new Incinerator)	1,350,000		1,350,000			
	Headquarters Division (New South Bay Headquarters)	700,000		700,000		Albany Street Water Division Buildings	Hospital Department
1965	Schools						
	High School Plans	400,000		400,000			
	Repairs	2,000,000		2,000,000			
	Parks and Recreation	170,000	24,000	146,000			
	Police						
	Service Center Second Stage	1,000,000		1,000,000			
	Public Buildings						
	Repairs	4,000,000		4,000,000			
	Traffic	190,000		190,000			
	Public Works Department						
	Highway Division	5,500,000	1,371,398	3,628,602	500,000		
	Water Division	1,700,000		1,700,000			
	Sewer Division	2,000,000		2,000,000			
	Sanitation Division	2,500,000		2,500,000			
	Headquarters Division	1,000,000		1,000,000		Remainder of Albany Street Buildings Highland Street Garage	Real Property and Hospital Department
1966	Schools						
	Vocational High School	7,850,000		7,400,000	450,000	Boston Trade High School	Sell to Boston Redevelopment Authority
	Repairs	2,000,000		2,000,000			
	Parks and Recreation	170,000	24,000	146,000			
	Traffic	514,000		264,000	250,000		
	Public Works Department						
	Highway Division	5,500,000	1,696,618	1,553,382	2,250,000		
	Water Division	1,700,000		1,700,000			
	Sewer Division	2,000,000		2,000,000			

CITYWIDE (CONTINUED)

YEAR	PROJECT AND PROCESS	COST	FINANCIAL SOURCE TITLE #1	CITY FUNDS	OTHER	ABANDONED/REPLACED	DISPOSITION
1967	Schools						
	English Campus High School Plans	200,000		200,000			
	Repairs	2,000,000		2,000,000			
	Parks and Recreation	170,000	24,000	146,000			
	General Renewal Parks	250,000	250,000				
	Public Buildings						
	Repairs	4,000,000		4,000,000			
	Police						
	Police Academy	125,000		125,000			
	Fire						
	Drill Tower Academy	25,000		25,000			
	Traffic	190,000		190,000			
	Public Works Department						
	Highway Division	5,500,000	2,250,000	2,750,000	500,000		
	Water Division	2,000,000		2,000,000			
	Sewer Division	2,000,000		2,000,000			
1968	Schools						
	English High School Campus	2,200,000		2,200,000			
	Repairs	2,000,000		2,000,000			
	Parks and Recreation	170,000	24,000	146,000			
	General Renewal Parks	250,000	250,000				
	Traffic	190,000		190,000			
	Public Works Department						
	Highway Division	5,500,000	2,250,000	2,750,000	500,000		
	Water Division	2,000,000		2,000,000			
	Sewer Division	2,000,000		2,000,000			
1969	Schools						
	English Campus High School	2,200,000		2,200,000			
	Repairs	2,000,000		2,000,000			
	Parks and Recreation	40,000	16,000	24,000			
	General Renewal Parks	250,000	250,000				
	Traffic	100,000		100,000			
	Public Works Department						
	Highway Division	5,500,000	2,250,000	2,750,000	500,000		
	Water Division	2,000,000		2,000,000			
	Sewer Division	2,000,000		2,000,000			
1970–75	Schools						
	English Campus High School	2,000,000		2,000,000			
	Repairs	2,000,000		2,000,000			
	Parks and Recreation	40,000	16,000	24,000			
	General Renewal Parks	250,000	250,000				
	Public Buildings						
	Repairs	4,000,000		4,000,000			
	Traffic	100,000		100,000			
	Public Works Department						
	Highway Division	5,500,000	2,250,000	1,000,000	2,250,000		
	Water Division	2,000,000		2,000,000			
	Sewer Division	2,000,000		2,000,000			

Several statutory provisions and opinions on state laws are listed here for convenience:

A. *The capital improvements program is recommended* under the provisions of a nineteen hundred and fifty-two city ordinance (Chapter Four) as amended by nineteen hundred and sixty-one ordinances and as made part of Chapter Six Hundred and Fifty-two, Section Twelve, Acts of Nineteen Hundred and Sixty.

1. The nineteen hundred and fifty-two ordinance as incorporated into Chapter Six Hundred and Fifty-two provides:

"*Section Four.* No board or officer of the city or county having power to incur, in carrying on the work of the department, office or undertaking entrusted to it or him, obligations payable from the treasury of the city shall request the mayor to originate any appropriation or loan order for any capital improvement unless within the preceding six months such board or officer has referred such capital improvement to the city planning board and requested said board to report specifically upon such capital improvement and accompanies the request to the mayor with the report of said board thereon or a certificate by the secretary of said board that said board was duly requested to report specifically on such capital improvement but has allowed two months to elapse without making such report. Referral of capital improvements to the city planning board under this section shall be deemed mandatory."

"*Section Five.* Every board and officer of the city and county having power to incur, in carrying on the work of the department, office or undertaking entrusted to it or him, obligations payable from the treasury of the city, shall submit to the city planning board on or before October first in each year, in such form as said board shall require, a list of all capital improvements proposed to be made in carrying on the work of such department, office or undertaking in the six succeeding years. The city planning board shall forthwith after October first in each year proceed to prepare, upon the basis of such lists and of its own studies, a capital improvement program for each of the six succeeding years, and shall, not later than the second Monday of the succeeding January, submit such programs, with its report and recommendations pertaining thereto, to the mayor, who, not later than the first Monday of the suceeding March, shall submit such programs, revised as he shall think proper, to the city council. Subject to such further revisions as the mayor shall from time to time consider advisable, the programs so submitted to the city council shall be deemed the capital improvement program of the city until the second Monday of the succeeding January."

2. The nineteen hundred and sixty-one revised ordinance provides:

"*Section Twenty-three.* Every board and officer of the city and of the county of Suffolk having power to incur, in carrying on the work of the department, office or undertaking entrusted to it or him, obligations payable from the treasury of the city, shall submit to the Boston Redevelopment Authority on or before October first in each year a list of all capital improvements proposed to be made in carrying on the work of such department, office or undertaking in the six succeeding years; and no such board or officer shall request the mayor to originate any appropriation or loan order for any capital improvement unless within the preceding six months such board or officer has referred such capital improvement to the Boston Redevelopment Authority and requested said authority to report specifically upon such capital improvement and accompanies the request to the mayor with the report of said authority thereon or certifies that said authority has duly requested to report specifically on such capital improvement but has allowed two months to elapse without making such report. As used in this section, the term 'capital improvement' shall be construed to mean an acquisition, improvement, construction or installation for which the city is authorized to incur debt for a period of ten years or more."

B. *School building construction and state aid for school buildings* is governed by Chapter Six Hundred and Forty-five, Acts of Nineteen Hundred and Forty-eight, as amended.

1. Especially pertinent are Sections Eight and Nine:

"*Section Eight* (Part). Any city or town which has received, in accordance with the provisions of the preceding section, notice of approval and an estimate of the amount of school construction grant to which such city or town may be entitled, may, during the time this chapter remains in effect, borrow from time to time for said approved school project an amount not exceeding said estimated grant, or such larger amount as may be approved by the emergency finance board established under Chapter Forty-nine of the Acts of nineteen hundred and thirty-three, and may issue bonds or notes therefor which shall bear on their face the words (name of city or town), School Project Loan, Act of nineteen hundred and forty-eight. Each authorized issue shall constitute a separate loan and such loans shall be paid in not more than twenty years from their dates. Indebtedness incurred under this act shall be in excess of the statutory limit, but shall, except as herein provided, be subject to the applicable provisions of Chapter Forty-four of the General Laws, exclusive of the limitation contained in the first paragraph of Section Seven thereof. The members of the aforesaid emergency finance board when acting under this paragraph shall receive from the commonwealth compensation to the same extent as provided under Chapter Nineteen hundred and thirty-three, as amended, including Chapter Seventy-four of the Acts of nineteen hundred and forty-five.

If the determination of the final approved cost is delayed because the construction is not completed, the payments preceding determination of the final approved cost may be based upon the estimated approved cost, and adjustment shall be made in the payment or payments which are made subsequent to the determination of the final approved cost."

"*Section Nine.* From time to time, the commission shall certify to the comptroller, and the state treasurer shall, within thirty days after each such certification, pay to the several cities, towns, districts and counties, from any amounts appropriated therefor, the amounts due them in accordance with the following clauses:

(a) The total construction grant for any approved school project in any city or town shall be one-fourth of the product of the final approved cost of the project multiplied by the equalized valuation per pupil in net average membership for the entire commonwealth divided by the equalized valuation per pupil in net average membership of the city or town; provided, however, that no grant shall be approved for an amount less than thirty* per cent or more than fifty per cent of such approved cost;

(b) The total construction grant for any approved school project in any regional school district shall be one-third of the product of the final approved cost of the project multiplied by the equalized valuation per pupil in net average membership for the entire commonwealth

divided by the total equalized valuation per pupil in the total net average membership of the towns comprising such district; provided, however, that no grant shall be approved for any amount less than thirty-five per cent or more than sixty-five per cent of such approved cost;

(c) The total construction grant for any approved school project in any county shall be one-fourth of the product of the final approved cost of the project multiplied by the equalized valuation per pupil in the net average membership for the entire commonwealth divided by the equalized valuation per pupil in the total net average membership of all the cities and towns within the county; provided, however, that no grant shall be approved for an amount less than thirty per cent or more than fifty per cent of such approved cost."

b. Borrowing outside the debt limit for schools is supported by opinion of counsel, Foley, Hoag and Eliot, as follows:

"You have asked our opinion as to whether or not the City of Boston may borrow, outside the statutory debt limit, the entire cost of construction of a school with the approval of the State School Building Assistance Commission and the Emergency Finance Board. In our opinion, such a borrowing would be permissible.

Chapter Six Hundred and Forty-five of the Acts of nineteen hundred and forty-eight, created the School Building Assistance Commission and, as amended from time to time, provides for construction grants by the Commonwealth to cities and towns for a portion of the cost of construction of schools approved by the Commission, such portion being not less than thirty per cent. Section Eight of Chapter Six Hundred and Forty-five, as presently in effect, provides, in part, as follows:

'Any city or town which has received, in accordance with the provisions of the preceding section, notice of approval and an estimate of the amount of school construction grant to which such city or town may be entitled, may, during the time this chapter remains in effect, borrow from time to time for said approved school project an amount not exceeding said estimated grant, or such larger amount as may be approved by the emergency finance board established under Chapter Forty-nine of the Acts of nineteen hundred and thirty-three. . . . Indebtedness incurred under this act shall be in excess of the statutory limit, but shall, except as herein provided, be subject to the applicable provisions of chapter forty-four of the General Laws, exclusive of the limitation contained in the first paragraph of section seven thereof. . . .'"

"Thus, before borrowing any sum for school construction purposes under Chapter Six hundred and forty-five, the City must receive from the School Building Assistance Commission 'notice of approval and an estimate of the amount of school construction grant to which such city or town may be entitled.' Section Seven of Chapter Six hundred and forty-five as amended, sets out the relevant application procedure, and presumably a city engaging in school construction will make application in order to qualify for and obtain the construction grant from the Commonwealth."

"After receipt of notice of such approval and estimate, the City may borrow an amount not exceeding the estimated grant. The City is empowered to borrow for the approved school project any larger amount 'approved by the emergency finance board' created under Statute Nineteen hundred and thirty-three, Chapter Forty-nine."

"In either event, indebtedness incurred by the City under Chapter Six hundred and forty-five may be in excess of the statutory limit provided in Massachusetts General Laws (Ter. Ed.), Chapter Forty-four, Section Ten. Such indebtedness is, however, 'subject to the applicable provisions of Chapter Forty-four of the General Laws, exclusive of the limitation contained in the first paragraph of Section Seven thereof.' Chapter forty-four of the General Laws deals generally with municipal indebtedness both within and outside the statutory debt limit. Section Seven of Chapter Forty-four sets forth certain purposes for which cities and towns may incur debt within the limit of indebtedness prescribed by Section Ten of the Chapter and provides further that no loan shall be authorized in any year under any of the purpose clauses set forth in Section Seven (with certain exceptions) unless a sum equal to ten cents (in the case of Boston) on each one thousand dollars of the assessed valuation of the city or town for the preceding year (with certain exclusions) has been appropriated from available revenue funds or voted to be raised by taxation for the purposes set forth in such clauses in the year when the loan is authorized. Presumably, this requirement is inapplicable to a borrowing made pursuant to authorization under Chapter Six hundred and forty-five of the Acts of nineteen hundred and forty-eight, as amended."

C. *Urban renewal assistance and urban redevelopment borrowing* is governed by Chapter One hundred and twenty-one of the General Laws:

a. Renewal grants are detailed under sections Twenty-six DDD-FFF:

"*Section Twenty-six DDD.* Any city or town, acting by and through a redevelopment authority established in accordance with the provisions of Section Twenty-six QQ may apply to the division of urban and industrial renewal for an urban renewal assistance grant to meet in part the cost of an approved urban renewal project. Such application shall be in the form prescribed by the division of urban and industrial renewal, and shall be accompanied by such additional information, drawings, plans, reports, estimates and exhibits as the division may require. The division shall make such rules and regulations as are necessary to effectuate the purposes of this section and Sections Twenty-six EEE to Twenty-six HHH, inclusive, nineteen hundred and sixty, seven hundred and seventy-six, Section eight, November twenty-third, nineteen hundred and sixty."

"*Section Twenty-six EEE.* Upon receipt of an application under the provisions of Section Twenty-six DDD, the division shall examine such application, and any facts, estimates or other information relative thereto, and shall determine whether the proposed project complies with the provisions of the general laws and with the rules and regulations prescribed in accordance therewith governing the approval and administration of urban renewal assistance grants. Upon the determination of satisfactory compliance, the division shall determine the estimated approved cost of such project, and compute the amount of the urban renewal assistance grant to which the city or town would be entitled under Section Twenty-six FFF."

"Within a reasonable time after receipt of such application, the division shall notify such city or town of its approval or rejection thereof, and, in the event of its rejection, of the reasons therefor. Notice of approval hereunder shall be accompanied by a statement of the estimated approved cost as determined by the division, and an estimate of the amount of urban renewal assistance grant to which such city or town may be entitled under the provisions of Section Twenty-six FFF."

"The final approved cost shall be determined by the division within a reasonable time after the completion of the urban renewal project by the local redevelopment authority."

"If the determination of the final approved cost is delayed because the project is not completed, the payments preceding determination of the final approved cost may be based upon the estimated approved cost, and adjustment shall be made in the payment or payments which are made subsequent to the determination of the final approved cost."

"*Section Twenty-six FFF.* From time to time, the division shall certify to the comptroller, and the state treasurer shall, within thirty days after each such certificate, pay to the several cities and towns, from any amounts appropriated therefor, the amounts due them in accordance with the following clauses:

(a) Certification may be made only of projects with respect to which contracts for federal capital grants under Title I of the Federal Housing Act of nineteen hundred and forty-nine, as amended, have been signed.

(b) The total urban renewal assistance grant for any approved, federally-aided project as defined in clause (*a*) shall not exceed one-half of the local share of the contribution required from the municipality under the federal capital grant contract.

(c) The total urban renewal assistance grant, in the case of any project to be financed, in accordance with the provisions of Section Twenty-six CC, from the proceeds of any sale of bonds or notes to the extent of fifty per cent or less of the approved local cost thereof, shall be paid in five equal annual installments, beginning in the calendar year in which the execution of such project has been commended. The total urban renewal assistance grant, in the case of all other projects, shall be paid in equal annual parts to be determined by dividing such total grant by the number of years during which any indebtedness incurred for such projects shall remain outstanding."

b. Borrowing is detailed under Section Twenty-six CC:

"*Section Twenty-six CC.* A city or town in which a housing or redevelopment authority has been organized may raise and appropriate, or incur debt, or agree with such authority or with the federal government to raise and appropriate or incur debt, in aid of such authority, such sums as may be necessary for defraying all of the development, acquisition, and operating costs of a clearance, redevelopment, renewal or low-rent housing project within such city or town, or such sums as may be necessary for defraying such part of the development, acquisition or operating costs of a clearance, redevelopment, renewal or low-rent housing project within such city or town, to which either the federal government, pursuant to the federal legislation or any other source, has rendered or has agreed to render financial assistance, as will not be met by loans, contributions or grants from the federal government or otherwise. Such debt may be outside the limit of indebtedness prescribed in Section Ten of Chapter Forty-four and shall be payable within twenty years and otherwise subject to Sections Sixteen to Twenty-seven, inclusive, of said Chapter Forty-four; provided, that the total amount of such indebtedness of any city or town outstanding at any one time shall not exceed two and one-half per cent of the average of the assessors valuations of its taxable property for the three preceding years, reduced and otherwise determined as provided in Section Ten of Chapter Forty-four. (Nineteen hundred and thirty-eight, four hundred and eighty-four, approved July fifth, nineteen hundred and thirty-eight, Emergency Law; nineteen hundred and forty-six five hundred and seventy-four, Section one, approved June fourteenth, nineteen hundred and forty-six, Emergency Law; nineteen hundred and fifty, four hundred and eighty-six, approved May twenty-fifth, nineteen hundred and fifty; nineteen hundred and fifty-seven, one hundred and six, approved February twenty-first, nineteen hundred and fifty-seven to one per cent; nineteen hundred and fifty-seven, six hundred and thirteen, Section Two, approved July thirty-first, nineteen hundred and fifty-seven, two per cent) nineteen hundred and sixty-one. Twelve. Approved February first, nineteen hundred and sixty-one."

c. Urban renewal grants as related to school building assistance grants in support of schools is discussed in an opinion by counsel, Foley, Hoag, and Eliot, dated May twenty-second, nineteen hundred and sixty-two, as follows:

"You have recently inquired as to whether, under existing law, the amount of any contribution made by the School Building Assistance Commission of the Commonwealth for school construction in an urban renewal project will be deducted in calculating the amount of the urban renewal assistance grant provided by the Commonwealth for the project."

"Chapter seven hundred and seventy-six of the Acts of nineteen hundred and sixty, which added the urban renewal assistance grant provisions to the Housing Authority Law (Chapter One hundred and twenty-one, Sections Twenty-six DDD to Twenty-six FFF, inclusive, for federally-aided projects) contains many ambiguities so that a firm opinion as to its exact meaning may not be possible. However, I believe that, properly construed, the statute does not provide for a deduction by the amount of the school building construction grant. At most (although I do not believe that this would be the proper interpretation), the amount of the construction grant should be deducted from the total cost of the school, and the urban renewal assistance grant calculated on the basis of that net cost to the City. I find no warrant under the existing law for deducting the amount of the construction grant from the amount of the urban renewal assistance grant which might otherwise be payable, and no warrant for stating that no urban renewal assistance grant is payable with respect to a local grant-in-aid, which takes the form of school construction, merely because the Commonwealth has contributed to the construction cost."

"*Section Twenty-six FFF*(b) provides that, in the case of a federally-aided project, the urban renewal assistance grant 'shall not exceed one-half of the local share of the contribution required from the municipiality under the federal capital grant contract.' The Legislature must clearly have been aware that local grants-in-aid may be in the form of cash or by non-cash contributions, such as, the construction of public facilities and improvements, since the word 'cash' was expressly deleted from the phrase 'local cash share' before enactment. The Legislature must also be presumed to have been aware of its earlier enactments, providing for aid on school building construction. In fact, the urban renewal assistance grant sections follow, in form, the statute providing for school building construction grants. Nevertheless, Section Twenty-six FFF(b) refers expressly to the contribution required under the federal capital grant contract, without any legislative direction for a deduction on account of any reimbursement by the Commonwealth. If such a deduction had been intended, it would have been simple so to state."

"It is clear that the cost of the school construction is initially and primarily that of the City. The fact that the City may receive a contribution in reimbursement of part of that cost should be an irrelevant consideration under Section Twenty-six FFF(b). Obviously, all such contributions are not to be deducted before calculating the urban renewal assistance grant. If the ultimate net cost of the school to the City

were to be the criterion under Section Twenty-six FFF(b), it would be just as logical to conclude that there should be included in such costs amounts which the City contributes to the Commonwealth enabling school building construction grants or amounts which the City loses in taxes because the school property is tax-exempt, etc. It seems plain that no such line of reasoning was intended by the Legislature and that, where the City makes payment for the construction of a school which is eligible as a local grant-in-aid under the federal capital grant contract, Section Twenty-six FFF(b) does not require or warrant a deduction based on how or where the City raised the funds to make such payment."

"Moreover, if such a deduction were to be made, the effect would be that the urban renewal assistance grant would not, to that exent, meet part of the cost of the urban renewal project, contrary to the intention of the Legislature as expressed in Section Twenty-six DDD. Instead, the Commonwealth would, to that extent, be merely substituting one accounting label for another label for the same dollar contribution by the Commonwealth, and the City would not be receiving the further assistance which the nineteen hundred and sixty act presumably was intended to furnish."

"In addition to the matter of interpretation, there are, as you know, further problems under this legislation, such as the extent of the appropriation to be made to fund payments, the question of what the Division will regard as the 'approved cost' of the project, and the absence of a direct mandate to pay any amount other than a grant which 'shall not exceed' one-half of the local share as hereinbefore expressed. I will be glad to discuss these matters further with you at your convenience."

D. *Parking Authorization* is governed by Chapter Four hundred and seventy-four, Acts of nineteen hundred and forty-six, as amended several times, and to which an amendment has been proposed to the nineteen hundred and sixty-three legislature. The latest amendment, if passed, will provide a ceiling of forty million dollars for parking facilities authorizations. The language of this latest amendment, which is similar to earlier approved language, provides:

"Chapter Four hundred and seventy-four of the Acts of nineteen hundred and forty-six is hereby amended by inserting after Section Five-B, inserted by Chapter Four hundred and fifty of the Acts of nineteen hundred and fifty-five, the following section: *Section Five-C.* To provide, for the purposes of this Act, funds in addition to the funds provided by Section Five, Five A and Five B, the city may borrow, from time to time, not exceeding in the aggregate under this section twenty million dollars, and may issue and sell at public sale serial bonds or notes of the city therefor, which shall be registered or with interest coupons attached as the collector-treasurer of the city may deem best. Such bonds or notes shall bear on their face the words, the City of Boston, Parking Facilities Loan, Act of nineteen hundred and sixty-three. Each issue shall constitute a separate loan, and such loans shall be paid in not more than twenty years from their dates. Debt incurred from time to time under this section shall not be included in determining the limit of indebtedness of the city as established by law, but shall, except as herein provided, be subject to the provisions, applicable to the city, of Chapter Forty-four of the General Laws, exclusive of the limitation contained in the first paragraph of Section Seven thereof. Said collector-treasurer may issue temporary notes of the city payable in not more than one year from their dates, in anticipation of the issue of serial bonds or notes authorized by this section, but the time within which such serial bonds or notes shall become due and payable shall not, by reason of such temporary notes, be extended beyond the time fixed by this section. All notes issued in anticipation of the issue of such serial bonds or notes shall be paid from the proceeds thereof."

E. *Hospital Remodeling* has been:

"1. Undertaken under Section One, Chapter Six hundred and sixty-eight, Acts of nineteen hundred and fifty-eight.
A similar act authorizing five million dollars in extraordinary repair funds has been proposed to the nineteen hundred and sixty-three legislature. Chapter Six hundred and sixty-eight is reproduced here, with proposed changes:

"Section One. To meet costs and expenses to be incurred in remodeling, reconstructing or making extraordinary improvements or repairs to buildings owned by the City of Boston and in the custody of the board of trustees in charge of its hospital department, the collector-treasurer of said city, without further authority than that contained in this Act, shall borrow for said purposes the sum of five million dollars, and shall issue therefor bonds or notes of said city, which shall bear on their face the words: City of Boston, Hospital Construction Loan, Act of nineteen hundred and sixty-three. Such bonds or notes shall be payable in not more than ten years from their dates. Debt incurred under this act shall not be included in determining the limit of indebtedness of said city as established by law, but shall, except as herein provided, be subject to the provisions, applicable to said city, of Chapter Forty-four of the General Laws, exclusive of the limitation contained in the first paragraph of Section Seven thereof."

"All of the proceeds of the borrowing under this section shall be used to match federal grants for the aforesaid purposes."

2. Hospital remodeling has been undertaken also under Sections Two and Three, Chapter Six hundred and sixty-eight, Acts of nineteen hundred and fifty-eight:

"Section Two. Notwithstanding the provisions of any general or special law, including, without limiting the generality of the foregoing, the provisions of Section Fifty-three of Chapter Forty-four of the General Laws, out of such portion of the sum of ten million, nineteen thousand, three hundred and eighty dollars to be paid to the collector-treasurer of said city under Section Eight of Chapter Five hundred and ninety-eight of the Acts of the current year as is not required by said Section Eight to be used only for a purpose or purposes for which said city is authorized to incur debt outside its debt limit for a period of twenty years or more, the sum of two million dollars shall, without further appropriation than is contained in this Act, be used, in addition to the sum borrowed under Section One, for remodeling, reconstructing or making extraordinary improvements or repairs to buildings owned by said city and in the custody of the board of trustees in charge of its hospital department."

"Section Three. The proceeds of the borrowing provided for under Section One and the sum provided by Section Two shall be used for the following specific purposes in the amounts respectively set forth:

boston city hospital	
Completion of electrical conversion program from DC to AC in thirty-five buildings	$990,000
Dowling Building: Increase number of operating rooms, comply with licensing and code requirements, control infections, improve patient care	590,000
Matching Funds for Federal Grants: Thorndike Building, Maternity Building, Cheever Amphitheater	455,000
General structural changes in fourteen major areas to improve safety, ingress and egress, patient care facilities	415,000
Maternity Building: Extensive revision of delivery rooms, provide caesarean section operating room, conference room, waterproofing	195,000
Intensive care units: Extensive alterations to provide seven eight-bed units to provide improved services for critically ill patients	105,000
Children's Building: to provide a diagnostic laboratory and a new milk formula room	80,000
Infectious disease control program: various alterations in laundry and rubbish chutes, elevator shafts, air conditioning, and the like to control dust more effectively	59,000
long island hospital	
Viaduct improvements, roof over various tunnel areas, demolish various Fort Strong area buildings, alterations for safety and improved care of patients	76,000
sanatorium	
Continue modernization of electrical distribution system	35,000
Total	$3,000,000"

F. *Borrowing within the statutory ceiling* in Chapter forty-four, for the proposed program is covered by the following provisions:

"*Section Seven.* Cities and towns may incur debt, within the limit of indebtedness prescribed in section ten, for the following purposes, and payable within the periods hereinafter specified, but, except for the purposes set forth in clauses (eleven) and (sixteen), no loan shall be authorized in any year under any one of the following clauses unless a sum equal to twenty-five cents, or in the case of Boston ten cents, on each one thousand dollars of the assessed valuation of the city or town for the preceding year, exclusive of the value of motor vehicles and trailers and the value of ships and vessels on which a vessel excise tax is based, has been appropriated from available revenue funds or voted to be raised by taxation for the purposes set forth in such clauses in the year when the loan is authorized:"

"(1) For the construction of sewers for sanitary and surface drainage purposes and for sewage disposal, thirty years."

"(1-A) For the lining by cement or metal of sewers constructed for sanitary and surface drainage purposes and for sewage disposal, ten years."

"(3) For acquiring land for any purpose for which a city or town is or may hereafter be authorized to acquire land, not otherwise specifically provided for; for the construction of buildings which cities or towns are or may hereafter be authorized to construct; or for additions to such buildings where such additions increase the floor space of said buildings, including the cost of original equipment and furnishings of said buildings or additions, twenty years."

"(4) For the construction of bridges of stone or concrete or of iron superstructure, twenty years."

"(5) For the original construction of public ways or the extension or widening thereof, including land damages and the cost of pavement and sidewalks laid at the time of said construction, or for the construction of stone, block, brick, cement concrete, bituminous concrete, bituminous macadam or other permanent pavement of similar lasting character, or for the original construction and surfacing or the resurfacing with such pavement of municipally owned and operated off-street parking areas ,under specifications approved by the department of public works, ten years."

"(6) For macadam pavement or other road material, or for the resurfacing with such pavement or other road material of municipally owned and operated off-street parking areas, under specifications approved by the department of public works or for the construction of sidewalks of brick, stone or concrete, five years."

"(13) In Boston, for acquiring ferry, fire, institutional or police boats, fifteen years."

"*Section Ten.* Except as otherwise authorized by law, a city shall not authorize indebtedness to an amount exceeding two and one-half per cent, and a town shall not authorize indebtedness to an amount exceeding five per cent, on the average of the assessors' valuations of the taxable property for the three preceding years, the valuations being first reduced by the amount of all abatements allowed thereon previous to December thirty-first of the preceding year; provided, that the value of motor vehicles and trailers taxable under Chapter Sixty A, as determined thereunder, shall be used in determining the valuation of taxable property for the purposes of this section. A city may authorize indebtedness in excess of two and one-half per cent but not in excess of five per cent, and a town may authorize indebtedness in excess of five per cent but not in excess of ten per cent, on the aforesaid average of the assessors' valuations of the taxable property; provided, however, that the amount of indebtedness so authorized shall be subject to the approval of the emergency finance board established under Chapter Forty-nine of the Acts of nineteen hundred and thirty-three, which approval may be given either before or after such authorization. All authorized debts, except those expressly authorized by law to be incurred outside the debt limit, shall be reckoned in determining its limit of indebtedness under this section. In determining the debt limit for Boston hereunder the provisions of Chapter Ninety-three of the Acts of eighteen hundred and ninety-one and of Section One of Chapter one hundred and ninety-one of the Acts of nineteen hundred and three shall apply. The members of the emergency finance board, when acting under this section, shall receive from the Commonwealth compensation to the same extent as provided under Chapter Three hundred and sixty-six of the Acts of nineteen hundred and thirty-three, as amended ,and Chapter Seventy-four of the Acts of nineteen hundred and forty-five."

The special acts quoted state that:

(a) bonds may be issued any time after authorization.

(b) the auditor and treasurer shall declare before April first the amount which can be issued within the debt limit.

G. *Remodeling and repair work* on most of Boston's buildings has been executed under specials acts: Chapter Three hundred and sixty-four, nineteen hundred and fifty-seven Acts, and Chapter Five hundred and fourteen, Acts of nineteen hundred and sixty-one.

1. The capital improvements program requires the passage of one or two such acts through nineteen hundred and seventy. Chapter Five hundred and fourteen is reproduced here with proposed changes:

"The City of Boston may borrow from time to time, inside its limit of indebtedness as prescribed by Section Ten of said Chapter Forty-four, such sums as may be necessary, not exceeding, in the aggregate [eight million dollars], for remodeling, reconstructing or making extraordinary improvements or repairs to buildings owned by said city, and may issue bonds or notes therefor. Such bonds or notes shall bear on their face the words, City of Boston, Extraordinary Repairs Loan, Act of [nineteen hundred .....]. Each authorized issue shall constitute a separate loan and shall be paid in not more than ten years from the date of issue. Debt incurred under this Act shall, except as provided herein, be subject to the provisions of said Chapter Forty-four."

2. If no special acts are passed, then the city could borrow for remodeling and repair under Chapter Two hundred and seventy-five, Acts of nineteen hundred and forty-eight, which provides:

"*Section One.* Subject to the provisions of this Act, any city or town, by a two-thirds vote as defined in Section One of Chapter Forty-four of the General Laws, and with the approval of the emergency finance board established under Section One of Chapter Forty-nine of the Acts of nineteen hundred and thirty-three, may borrow inside of its limit of indebtedness as prescribed by Section ten of said Chapter forty-four, for remodeling, reconstructing or making extraordinary repairs to public buildings owned by Section Ten of said Chapter Forty-four, for therefor. Each authorized issue shall constitute a separate loan and such loans shall be paid within such period, not more than ten years from their dates, as said board shall fix. No loan shall be authorized in any year under authority of this Act unless a sum equivalent to one dollar on each one thousand dollars of the assessed valuation of the city or town for the preceding year has been appropriated from available revenue funds or voted to be raised by taxation in the year when the loan is authorized."

"Each city or town seeking approval by the board of a loan under this act for the remodeling, reconstruction or repair of a public building shall submit to it all plans and other information considered by the board to be necessary for a determination of the probable extended use of such building likely to result from such remodeling, reconstruction or repair, and in considering approval hereunder of a requested loan and the terms thereof, special consideration shall be given to such determination."

"*Section Two.* The members of the board aforesaid, when acting under this Act, shall receive from the commonwealth compensation to the same extent as provided for services under Chapter Three hundred and sixty-six of the Acts of nineteen hundred and thirty-three, as amended, including Chapter Seventy-four of the Acts of nineteen hundred and forty-five. . . ."

c. School repair and remodeling will be financed: (1) out of the proposed eight million dollars authorized by the proposed special act, (2) under Chapter Two hundred and seventy-five, nineteen hundred and fifty-eight Acts, and (3) out of cash appropriated under Section One (4) Chapter One hundred and seventeen, Acts of Nineteen hundred and forty-nine. The language of this Act is as follows:

"*Section One.* (b) For the alteration and repair of school buildings and for furniture, fixtures, and means of escape in case of fire, and for fire protection of existing buildings, and for improving existing school yards, a sum which shall not exceed one dollar and seventy cents on each one thousand dollars of the average of the assessors' valuations for the three preceding years, such valuations being reduced by abatements granted up to December thirty-first of the preceding year."

H. *Land for school buildings* will be purchased out of funds authorized by Chapter One hundred and seventeen, Acts of nineteen hundred and forty-nine, Section One (a) as follows:

"*Section One* (a) For the construction and furnishing of new school buildings, both temporary and permanent, including the taking of land therefor, and for school yards and the preparing of school yards for use, and for rent of hired school accommodations, a sum which shall not exceed fifty cents on each one thousand dollars of the average of the assessors' valuations for the three preceding years, such valuations being reduced by abatements granted up to December thirty-first of the preceding year."

I. *Use of Sumner Tunnel Receipts,* except two million dollars for city hospital, is covered by Chapter Five hundred and ninety-eight, Acts of nineteen hundred and fifty-eight, as follows:

"*Section Eight. Tunnel Revenue Bonds.* For the purpose of providing funds (a) to pay to the city the sum of ten million, nineteen thousand, three hundred and eighty dollars in full satisfaction of just compensation for the existing tunnel and also for the net amounts heretofore paid by and raised in tax levies of the city for Sumner Tunnel operating deficits; (b) to pay to the city interest at the rate of two per cent per annum on the sum specified in clause (a) from January first, nineteen hundred and fifty-nine, until the date of actual payment."

"(One) There shall be paid to the collector-treasurer of the city, in addition to any interest as provided in clause (b) of this section, the sum provided for in clause (a) of this section, out of which seven million nine hundred and nineteen thousand three hundred and eighty dollars shall be set aside and used only upon appropriation pursuant to Section Three of Chapter Four hundred and eighty-six of the Acts of nineteen hundred and nine, as most recently amended by Section One of Chapter Six hundred and four of the Acts of nineteen hundred and forty-one, for a purpose or purposes for which the city is authorized to incur debt outside its debt limit for a period of twenty years or more; and anything in Section Four A of chapter Seven hundred and seventeen of the Acts of nineteen hundred and fifty-seven to the contrary notwithstanding, the balance of the sum provided for in clause (a) of this section may be included in the deductions made by the assessors of Boston in the current year under clause (a) of Section Twenty-three of Chapter Fifty-nine of the General Laws on account of estimated receipts."

J. *Mayor and Council action on loans and related ordinances is governed by the city charter:* (Municipal Register, nineteen hundred and sixty-one)

a. Loan orders, land sales, and appropriations:

"*Section Seventeen E.* The mayor from time to time may make to the city council in the form of an ordinance or loan order filed with the city clerk such recommendations other than for school purposes as he may deem to be for the welfare of the city. The city council shall consider each ordinance or loan order so presented and shall either adopt or reject the same within sixty days after the date when it is filed as aforesaid. If such ordinance or loan order is not rejected within said sixty days, it shall be in force as if adopted by the city council unless previously withdrawn by the mayor. Nothing herein shall prevent the mayor from again presenting an ordinance or loan order which has been rejected or withdrawn. The city council may originate an ordinance or

loan order and may reduce or reject any item in any loan and, subject to the approval of the mayor, may amend an ordinance. All sales of land other than school lands, all appropriations for the purchase of land other than for school purposes, and all loans voted by the city council shall require a vote of two-thirds of all the city councillors and shall be passed only after two separate readings and by two separate votes, the second of said readings and votes to be had not less than fourteen days after the first, except that in the case of loan orders for temporary loans in anticipation of taxes the second of said readings and votes may be had not less than twenty-four hours after the first. No amendment increasing the amount of land to be sold or the amount to be paid for the purchase of land, or the amount of loans, or altering the disposition of purchase money or of the proceeds of loans shall be made at the time of the second reading and vote. If a petition signed by three city councillors requesting that action be taken forthwith upon a loan order presented by the mayor is filed in the office of the city clerk not earlier than fourteen days after the presentation of such loan order, action shall be taken by the yeas and nays on the question of the adoption of such loan order at the next meeting of the council, or, if one vote has already been taken thereon, at the next meeting after the expiration of the required interval after such vote; provided, that such action thereon has not sooner been taken or such loan order has not been withdrawn by the mayor."

*"Section Three."** All appropriations, other than for school purposes, to be met from taxes, revenue or any source other than loans, shall originate with the mayor, who, not later than the first Monday in February of each year, shall submit to the city council the annual budget of the current expenses of the city and county for the current fiscal year, and may submit thereafter such supplementary appropriation orders as he may deem necessary. The city council may reduce or reject any item, but, except upon the recommendation of the mayor, shall not increase any item in, nor the total of, a budget, nor add any item thereto, nor shall it originate a budget. Not later than the first Monday in April the city council shall take definite action on the annual budget by adopting, reducing or rejecting it, and in the event of their failure so to do the items and the appropriation orders in the budget as recommended by the mayor shall be in effect as if formally adopted by the city council and approved by the mayor. It shall be the duty of the city and county officials, when requested by the mayor, to submit forthwith in such detail as he may require estimates for the next fiscal year of the expenditures of the department or office under their charge, which estimates shall be transmitted to the city council."

b. Land Acquisition:

"Section Thirty-one. At the request of any department, and with the approval of the Mayor, the board of street commissioners,** in the name of the city, may take in fee for any municipal purpose any land within the limits of the city, not already appropriated to public use. Whenever the price proposed to be paid for a lot of land for any municipal purpose is more than twenty-five per cent higher than its average assessed valuation during the previous three years, said land shall not be taken by purchase but shall be taken by right of eminent domain and paid for in the manner provided for the taking of and the payment of damages for land for highways in said city. No land shall be taken until an appropriation by loan or otherwise for the general purpose for which land is needed shall have been made by the mayor and city council by a two-thirds vote of all its members; or in case of land for school purposes by the school committee and schoolhouse department in accordance with law; nor shall a price be paid in excess of the appropriation, unless a larger sum is awarded by a court of competent jurisdiction. All proceedings in the taking of land shall be under the advice of the law department, and a record thereof shall be kept by said department."

K. *Creation of new or reorganization of existing departments* is governed by the charter: (Municipal Register, nineteen hundred and sixty-one)

*"Section Five."*** The city council with the approval of the mayor may from time to time make bylaws or ordinances for any or all of the following purposes: (a) to create a new department or agency; (b) to abolish, in whole or in part, any department or agency; (c) to reorganize, in whole or in part, any department or department head or any agency or agency head; (d) to confer or impose on any department or agency any power or duty of the city not appertaining at the time of the making of the bylaw or ordinance to any department or agency; (e) to transfer any or all of the powers, duties and appropriations of any division of any department or agency to another division of the same department or agency; (f) to transfer any or all of the powers, duties and appropriations of any department or division thereof or of any agency or division thereof either to another department or division thereof or to another agency or division thereof; and (g) to increase, reduce, establish or abolish the salary of any department or agency head."

L. *Contract actions are governed by the charter:* (Municipal Register, nineteen hundred and sixty-one)

"Section Sixteen. No official of said city, except in case of extreme emergency involving the health or safety of the people or their property, shall expend intentionally in any fiscal year any sum in excess of the appropriations duly made in accordance with law, nor involve the city in any contract for the future payment of money in excess of such appropriation, except as provided in Section Six of this act. Any official who shall violate the provisions of this section shall be punished by imprisonment for not more than one year, or by a fine of not more than one thousand dollars, or both."

*"Section Thirty."**** Every officer or board in charge of a department in said city and every officer, board or official of the county of Suffolk having power to incur obligations on behalf of said county in cases where said obligations are to be paid for wholly from the treasury of said city, when authorized to erect a new building or to make structural changes in an existing building, shall make contracts therefor, not exceeding five, each contract to be subject to the approval of the mayor; and when about to do any work or to make any purchase, the estimated cost of which alone, or in conjunction with other similar work or purchase which might properly be included in the same contract, amounts to or exceeds two thousand dollars, shall, unless the mayor gives written authority to do otherwise, invite proposals therefor by advertisements in the City Record. Such advertisements shall state the time and place for opening the proposals in answer to said advertisement, and shall reserve the right to the officer, board or official to reject any or all proposals. No authority to dispense with advertising shall be given by the mayor unless the said officer, board or official furnishes him with a signed statement which shall be published in the City Record giving in detail the reasons for not inviting bids by advertisement."

* *Section Three as amended by Statute nineteen hundred and twenty-four, Chapter four hundred and seventy-nine, Section two, and Statute nineteen hundred and forty-one, Chapter six hundred and four, Section one.*

** *Public Improvement Commission by Section fifty-seven of the Ordinances of nineteen hundred and fifty-four.*

*** *Section Five as amended by Statute Nineteen hundred and fifty-three, Chapter Four hundred and seventy-three.*

**** *Section Thirty as amended by Statute Nineteen hundred and thirty-nine, Chapter One hundred and fifty-six, Section One, and Statute Nineteen hundred and fifty-five, Chapter Sixty, Section Two.*

FIRE DEPARTMENT
(in thousands of dollars)

	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
Total	5,275	700	700	700	700	725	350	700	700
FINANCING THE PROGRAM									
1. Boston's Net Share	3,525	350	350	525	350	375	350	525	700
A. General Fund Revenues	1,754	60		118	112	228	271	440	525
B. Sales of City Property	1,771	290	350	407	238	147	79	85	175
2. State Share	1,750	350	350	175	350	350		175	
B. Urban Renewal Assistance	1,750	350	350	175	350	350		175	
APPROPRIATION SOURCE									
2. Boston	5,275	700	700	700	700	725	350	700	700
A. Prior Authorization and Available Cash	78	78							
B. New Cash Appropriations	150								150
C. Proposed New Bond Authorizations	3,276	332	350	293	462	578	271	615	375
D. From Sales of City Property	1,771	290	350	407	238	147	79	85	175

HEALTH DEPARTMENT
(in thousands of dollars)

	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
Total	2,700	400	400	100	400	300	400	400	300
FINANCING THE PROGRAM									
1. Boston's Net Share	1,100	200	200	50	200	150			300
A. General Fund Revenues	1,100	200	200	50	200	150			300
2. State Share	800	200	200	50	200	150			
B. Urban Renewal Assistance	800	200	200	50	200	150			
3. Federal Share	800						400	400	
B. Health Grants	800						400	400	
APPROPRIATION SOURCE									
1. Federal, State, and Trust Funds	800						400	400	
2. Boston	1,900	400	400	100	400	300			300
B. New Cash Appropriations	150		150						
C. Proposed New Bond Authorizations	1,750	400	250	100	400	300			300

HOSPITAL DEPARTMENT
(in thousands of dollars)

LONG ISLAND HOSPITAL

	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
Total	50	50							
FINANCING THE PROGRAM									
3. Federal Share									
B. Hospital Grant	50	50							
APPROPRIATION SOURCE									
1. Federal, State, and Trust Funds	50	50							

HOSPITAL DEPARTMENT (CONTINUED)
(in thousands of dollars)

CITY HOSPITAL	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
Total	5,351	5,351							
FINANCING THE PROGRAM									
1. Boston's Net Share	3,482	3,482							
A. General Fund Revenues	3,482	3,482							
3. Federal Share	1,869	1,869							
B. Hospital Grant	1,869	1,869							
APPROPRIATION SOURCE									
1. Federal, State, and Trust Funds	1,869	1,869							
2. Boston	3,482	3,482							
A. Prior Authorization and Available Cash	1,940	1,940							
C. Proposed New Bond Authorizations	1,542	1,542							

LIBRARY DEPARTMENT
(in thousands of dollars)

	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
Total	14,604	800	2,770	594	3,050	3,440	3,600	350	
FINANCING THE PROGRAM									
1. Boston's Net Share	6,497	150	585	482	1,365	2,090	1,650	175	
A. General Fund Revenues	6,497	150	585	482	1,365	2,090	1,650	175	
2. State Share	4,307	150	185	112	1,385	1,350	950	175	
B. Urban Renewal Assistance	807	150	185	112	185			175	
D. Library Assistance	3,500				1,200	1,350	950		
4. Trust Fund	3,800	500	2,000		300		1,000		
APPROPRIATION SOURCE									
1. Federal, State, and Trust Funds	3,800	500	2,000		300		1,000		
2. Boston	10,804	300	770	594	2,750	3,440	2,600	350	
A. Prior Authorization and Available Cash	475	300	175						
B. New Cash Appropriations	150							150	
C. Proposed New Bond Authorizations	10,179		595	594	2,750	3,440	2,600	200	

PARKS AND RECREATION DEPARTMENT
(in thousands of dollars)

INDOOR PROGRAM	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
Total	2,550		1,200	300	250	250	550		
FINANCING THE PROGRAM									
1. Boston's Net Share	1,400		600	150	125	125	400		
A. General Fund Revenues	1,144		600		19	125	400		
C. Sales of City Property	256			150	106				
2. State Share	1,150		600	150	125	125	150		
B. Urban Renewal Assistance	1,150		600	150	125	125	150		
APPROPRIATION SOURCE									
2. Boston	2,550		1,200	300	250	250	550		
B. New Cash Appropriations	150					150			
C. Proposed New Bond Authorizations	2,144		1,200	150	144	100	550		
D. From Sales of City Property	256			150	106				

OUTDOOR PROGRAM	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
Total	7,238	807	1,007	1,441	927	848	933	660	615
FINANCING THE PROGRAM									
1. Boston's Net Share	2,244	313	261	306	348	204	474	226	112
A. General Fund Revenues	2,244	313	261	306	348	204	474	226	112
3. Federal Share	4,994	494	746	1,135	579	644	459	434	503
B. Urban Renewal Grant	4,994	494	746	1,135	579	644	459	434	503
APPROPRIATION SOURCE									
1. Federal, State, and Trust Funds	4,994	494	746	1,135	579	644	459	434	503
2. Boston	2,244	313	261	306	348	204	474	226	112
B. New Cash Appropriations	2,244	313	261	306	348	204	474	226	112

POLICE DEPARTMENT
(in thousands of dollars)

	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
Total	5,360	1,585	1,700	1,150	700	125		100	
FINANCING THE PROGRAM									
1. Boston's Net Share	4,373	948	1,350	1,150	700	125		100	
A. General Fund Revenues	3,557	948	1,190	687	682	50			
C. Sales of City Property	816		160	463	18	75		100	
2. State Share	987	637	350						
B. Urban Renewal Assistance	987	637	350						
APPROPRIATION SOURCE									
2. Boston	5,360	1,585	1,700	1,150	700	125		100	
A. Prior Authorization and Available Cash	160	160							
B. New Cash Appropriations	150			150					
C. Proposed New Bond Authorizations	4,234	1,425	1,540	537	682	50			
D. From Sales of City Property	816		160	463	18	75		100	

PUBLIC WORKS DEPARTMENT
(in thousands of dollars)

HIGHWAY DIVISION	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
Total	42,750	5,250	4,500	5,500	5,500	5,500	5,500	5,500	5,500
FINANCING THE PROGRAM									
1. Boston's Net Share	12,587	950	1,637	2,250	500	2,250	2,250	2,250	500
A. General Fund Revenues	12,587	950	1,637	2,250	500	2,250	2,250	2,250	500
2. State Share	16,982	3,187	2,863	1,879	3,303	1,000	1,000	1,000	2,750
B. Urban Renewal Assistance	7,682	887	2,363	1,379	1,053	500	500	500	500
C. Public Ways Assistance	9,300	2,300	500	500	2,250	500	500	500	2,250
3. Federal Share	13,181	1,113		1,371	1,697	2,250	2,250	2,250	2,250
A. Urban Renewal Grants	13,181	1,113		1,371	1,697	2,250	2,250	2,250	2,250
APPROPRIATION SOURCE									
1. Federal, State, and Trust Funds	22,481	3,413	500	1,871	3,947	2,750	2,750	2,750	4,500
2. Boston	20,269	1,837	4,000	3,629	1,553	2,750	2,750	2,750	1,000
A. Prior Authorization and Available Cash	4,985	1,837	1,703	500	500	100	115	115	115
B. New Cash Appropriations	1,050		150	150	150	150	150	150	150
C. Proposed New Bond Authorizations	14,234		2,147	2,979	903	2,500	2,485	2,485	735

WATER DIVISION	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
Total	14,475	1,575	1,500	1,700	1,700	2,000	2,000	2,000	2,000
FINANCING THE PROGRAM									
1. Boston's Net Share	8,725	875	850	1,000	1,000	1,250	1,250	1,250	1,250
B. Special Revenues*	8,725	875	850	1,000	1,000	1,250	1,250	1,250	1,250
2. State Share	5,700	650	650	700	700	750	750	750	750
B. Urban Renewal Assistance	5,700	650	650	700	700	750	750	750	750
3. Federal Share	50	50							
A. Urban Renewal Grant	50	50							
4. Additional Special Revenues*	5,700	650	650	700	700	750	750	750	750
APPROPRIATION SOURCE									
1. Federal, State, and Trust Funds	50	50							
2. Boston	14,425	1,525	1,500	1,700	1,700	2,000	2,000	2,000	2,000
B. Cash Appropriation from Revenue	14,425	1,525	1,500	1,700	1,700	2,000	2,000	2,000	2,000

* Assuming income from fees will be sufficient to liquidate total costs.

PUBLIC WORKS DEPARTMENT (CONTINUED)
(in thousands of dollars)

SEWER DIVISION	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
Total	15,740	1,075	2,440	2,000	2,225	2,000	2,000	2,000	2,000
FINANCING THE PROGRAM									
1. Boston's Net Share	10,290	525	1,740	1,300	1,525	1,300	1,300	1,300	1,300
B. Special Revenues*	10,290	525	1,740	1,300	1,525	1,300	1,300	1,300	1,300
2. State Share	5,400	500	700	700	700	700	700	700	700
B. Urban Renewal Assistance	5,400	500	700	700	700	700	700	700	700
3. Federal Share	50	50							
A. Urban Renewal Grant	50	50							
4. Additional Special Revenues*	5,400	500	700	700	700	700	700	700	700
APPROPRIATION SOURCE									
1. Federal, State, and Trust Funds	50	50							
2. Boston	15,690	1,025	2,440	2,000	2,225	2,000	2,000	2,000	2,000
A. Prior Authorization and Available Cash	1,025	1,025							
C. Proposed New Bond Authorizations	14,665		2,440	2,000	2,225	2,000	2,000	2,000	2,000

SANITATION DIVISION	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
Total	4,000	150	1,350	2,500					
FINANCING THE PROGRAM									
1. Boston's Net Share	4,000	150	1,350	2,500					
A. General Fund Revenues	4,000	150	1,350	2,500					
APPROPRIATION SOURCE									
2. Boston	4,000	150	1,350	2,500					
B. New Cash Appropriations	150	150							
C. Proposed New Bond Authorizations	3,850		1,350	2,500					

HEADQUARTERS	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
Total	1,800	100	700	1,000					
FINANCING THE PROGRAM									
1. Boston's Net Share	1,440	80	560	800					
A. General Fund Revenues	1,440	80	560	800					
2. State Share	360	20	140	200					
B. Urban Renewal Assistance	360	20	140	200					
APPROPRIATION SOURCE									
2. Boston	1,800	100	700	1,000					
C. Proposed New Bond Authorizations	1,800	100	700	1,000					

* Assuming income from fees will be sufficient to liquidate total costs.

REAL PROPERTY BOARD
(in thousands of dollars)

PARKING GARAGES	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
Total	27,100	7,000		3,000	3,600	6,000	6,000	1,500	
FINANCING THE PROGRAM									
1. Boston's Net Share	13,550	3,500		1,500	1,800	3,000	3,000	750	
B. Special Revenues*	13,550	3,500		1,500	1,800	3,000	3,000	750	
2. State Share	13,550	3,500		1,500	1,800	3,000	3,000	750	
B. Urban Renewal Assistance	13,550	3,500		1,500	1,800	3,000	3,000	750	
4. Additional Special Revenues*	13,550	3,500		1,500	1,800	3,000	3,000	750	
APPROPRIATION SOURCE									
2. Boston	27,100	7,000		3,000	3,600	6,000	6,000	1,500	
A. Prior Authorization and Available Cash	2,100	2,100							
C. Proposed New Bond Authorizations	25,000	4,900		3,000	3,600	6,000	6,000	1,500	

PUBLIC BUILDING DIVISION	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
Total	19,400	3,000	2,250	4,500		4,000	950		4,700
FINANCING THE PROGRAM									
1. Boston's Net Share	17,875	3,000	1,125	4,250		4,000	800		4,700
A. General Fund Revenues	15,222	974	875	4,223		4,000	600		4,550
C. Sales of City Property	2,653	2,926	250	27			200		150
2. State Share	1,375		1,125	250					
B. Urban Renewal Assistance	1,375		1,125	250					
3. Federal Share	150						150		
B. Health Grants	150						150		
APPROPRIATION SOURCE									
1. Federal, State, and Trust Funds	150						150		
2. Boston	19,250	3,000	2,250	4,500		4,000	800		4,700
B. New Cash Appropriations	757		122	150		150	150		185
C. Proposed New Bond Authorizations	15,840	974	1,878	4,323		3,850	450		4,365
D. From Sales of City Property	2,653	2,026	250	28			200		150

SCHOOL DEPARTMENT AND SCHOOL REPAIRS
(in thousands of dollars)

	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
Total	115,175	16,533	16,920	15,880	16,260	9,620	7,620	13,272	19,078
FINANCING THE PROGRAM									
1. Boston's Net Share	58,194	8,006	7,974	8,101	8,337	4,660	4,394	6,908	9,814
A. General Fund Revenues	57,194	7,356	7,974	8,101	7,987	4,660	4,394	6,908	9,814
C. Sales of City Property	1,000	650			350				

* Assuming income from fees will be sufficient to liquidate total costs.

SCHOOL DEPARTMENT AND SCHOOL REPAIRS (CONTINUED)
(in thousands of dollars)

	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
2. State Share	56,131	8,527	8,546	7,779	7,473	4,960	3,226	6,364	9,256
A. School Building Assistance	29,363	4,165	4,476	4,164	4,278	2,211	1,686	3,337	5,046
B. Urban Renewal Assistance	26,768	4,362	4,070	3,615	3,195	2,749	1,540	3,027	4,210
3. Federal Share	850		400		450				
B. Educational Grants	850		400		450				
APPROPRIATION SOURCE									
1. Federal, State, and Trust Funds	850		400		450				
2. Boston	114,325	16,533	16,520	15,880	15,810	9,620	7,620	13,272	19,070
A. Prior Authorization and Available Cash	6,461	6,164	297						
B. New Cash Appropriation	11,373	1,033	1,908	2,000	1,470	1,334	581	1,144	1,907
C. Proposed New Bond Authorizations	95,491	8,686	14,315	13,880	13,990	8,286	7,039	12,128	17,163
D. Sales of City Property	1,000	650			350				

TRAFFIC AND PARKING DEPARTMENT
(in thousands of dollars)

	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
Total	1,673	199	190	190	514	190	190	100	100
FINANCING THE PROGRAM									
1. Boston's Net Share	1,004	30	90	165	239	165	165	75	75
A. General Fund Revenues	1,004	30	90	165	239	165	165	75	75
2. State Share	669	169	100	25	275	25	25	25	25
B. Urban Renewal Assistance	200	25	25	25	25	25	25	25	25
C. Public Ways Assistance	469	144	75		250				
APPROPRIATION SOURCE									
1. Federal, State, and Trust Funds	469	144	75		250				
2. Boston	1,204	55	115	190	264	190	190	100	100
B. New Cash Appropriation	854	55	65	140	214	140	140	50	50
C. Proposed New Bond Authorization	350		50	50	50	50	50	50	50

WELFARE DEPARTMENT
(in thousands of dollars)

	TOTAL	1963	1964	1965	1966	1967	1968	1969	1970–75
Total	1,517	517	250	150	600				
FINANCING THE PROGRAM									
1. Boston's Net Share	717	504	63		150				
A. General Fund Revenues	717	504	63		150				
3. Federal Share	800	13	187	150	450				
B. Welfare Grants	800	13	187	150	450				
APPROPRIATION SOURCE									
1. Federal, State, and Trust Funds	800	13	187	150	450				
2. Boston	717	504	63		150				
C. Proposed New Bond Authorizations	717	504	63		150				

A. NET DEBT SERVICE ON PRESENT AND PROPOSED DEBT 1963–1973*
(in thousands of dollars)

YEAR	GROSS DEBT SERVICE	LESS: PARKING FACILITY REVENUE	LESS: SEWER REVENUE	LESS: STATE SCHOOL BUILDING ASSISTANCE	LESS: STATE URBAN RENEWAL ASSISTANCE	EQUAL: NET DEBT SERVICE
1963	12,100	800	700	200	700	9,100**
1964	13,400	800	700	200	1,700	10,000
1965	15,300	1,000	800	200	1,900	11,400
1966	17,200	1,300	900	400	2,800	11,800
1967	19,000	1,400	1,100	600	3,400	12,500
1968	20,500	1,600	1,200	800	3,300	13,600
1969	22,000	1,900	1,400	900	3,300	14,500
1970	22,900	2,300	1,500	1,000	3,300	14,800
1971	23,900	2,600	1,600	1,200	3,200	15,300
1972	24,300	2,500	1,600	1,400	3,200	15,600
1973	24,400	2,400	1,500	1,500	3,200	15,800

B. CALCULATION OF GROSS DEBT SERVICE 1963–1973*
(in thousands of dollars)

YEAR	TOTAL PRINCIPAL RETIRED	TOTAL INTEREST PAID	GROSS (PRINCIPAL AND INTEREST) DEBT SERVICE
1963	9,200	2,900	12,100
1964	10,000	3,400	13,400
1965	11,300	4,000	15,300
1966	12,600	4,600	17,200
1967	13,800	5,200	19,000
1968	14,800	5,700	20,500
1969	15,900	6,100	22,000
1970	16,600	6,300	22,900
1971	17,400	6,500	23,900
1972	17,800	6,500	24,300
1973	18,100	6,300	24,400

D. AUTHORIZATIONS, BONDS ISSUED—RETIRED 1963–1975
(in thousands of dollars)

YEAR	AUTHORIZATIONS	BONDS ISSUED	PRINCIPAL RETIRED	NET DEBT OUTSTANDING DECEMBER 31	AUTHORIZATIONS UNISSUED DECEMBER 31
1963	7,400	22,200	6,400	71,500	31,900
1964	16,400	29,600	7,300	93,900	18,800
1965	28,600	32,200	8,500	117,600	15,200
1966	31,900	29,600	9,800	137,300	17,500
1967	27,200	27,500	11,100	153,700	17,200
1968	27,200	26,500	11,900	168,200	17,900
1969	16,900	23,700	13,300	178,800	11,100
1970	17,500	21,500	14,100	186,100	7,100
1971	23,100	19,200	14,900	190,600	11,000
1972		11,000	15,800	185,900	
1973			15,800	170,000	
1974			15,800	154,200	
1975			15,700	138,500	

* 1973 is used as the last year on this table in order to demonstrate the maximum debt service to the city in the event all projects are completed on schedule.

** 1963—$600,000 applied from Housing Sinking Fund excess.

C. GROSS DEBT SERVICE—BY PURPOSE 1963–1975*
(in thousands of dollars)

YEAR	FOR CHAPTER 44 SECTION 7 LOANS	FOR URBAN RENEWAL LOANS	FOR PARKING FACILITIES LOANS	FOR SCHOOL LOANS OUTSIDE CHAPTER 44, SECTION 7	FOR HOSPITAL LOANS OUTSIDE CHAPTER 44, SECTION 7	FOR OTHER BORROWING OUTSIDE CHAPTER 44, SECTION 7	FOR AUDITORIUM CITY HALL	EQUALS: GROSS DEBT SERVICE
1963	6,500	500	800	100		4,200		12,100
1964	7,100	600	800	100	200	3,800	800	13,400
1965	7,200	1,000	1,000	400	200	3,800	1,700	15,300
1966	7,400	1,200	1,300	1,300	200	3,700	2,100	17,200
1967	7,900	1,400	1,400	2,400	200	3,500	2,200	19,000
1968	8,100	1,400	1,600	3,500	200	3,500	2,200	20,500
1969	8,700	1,600	1,900	4,300	200	3,300	2,000	22,000
1970	9,400	1,700	2,300	4,400	200	2,900	2,000	22,900
1971	9,600	1,800	2,600	5,000	200	2,800	1,900	23,900
1972	9,300	1,700	2,500	6,000	200	2,700	1,900	24,300
1973	9,000	1,700	2,400	6,600	200	2,600	1,900	24,400

E. CHAPTER 44, SECTION 7 LOANS 1963–75
(in thousands of dollars)

YEAR	STATUTORY CEILING ON OUTSTANDING DEBT	AUTHORIZATIONS	BONDS ISSUED	PRINCIPAL RETIRED	NET OUTSTANDING** DEBT DECEMBER 31	UNISSUED AUTHORIZATIONS DECEMBER 31	MARGIN DECEMBER 31
1963	76,500		7,900	5,100	47,100	8,000	21,400
1964	76,500	4,900	7,900	5,500	49,300	5,000	22,200
1965	76,500	8,600	8,500	5,700	52,200	5,100	19,200
1966	76,500	11,900	11,500	5,800	57,900	5,400	13,200
1967	76,500	6,800	9,000	6,200	60,700	3,200	12,600
1968	76,500	11,600	9,700	6,200	64,200	5,100	7,200
1969	76,500	7,900	9,200	6,700	66,700	3,800	6,000
1970	76,500	4,400	7,400	7,100	67,000	800	8,700
1971	76,500	6,200	4,400	7,300	64,100	2,600	9,800
1972	76,500		2,600	7,400	59,400		17,100
1973	76,500			7,200	52,200		24,300
1974	76,500			6,500	45,700		30,800
1975	76,500			5,800	39,900		36,600

* 1973 is used as the last year on this table in order to demonstrate the maximum debt service to the city in the event all projects are completed on schedule.

** Includes subtraction of $600,000 in sinking fund excess applicable to debt.

F. URBAN REDEVELOPMENT LOANS (CHAPTER 121, SECTION 26cc) 1963–1975
(in thousands of dollars)

YEAR	STATUTORY CEILING ON OUTSTANDING DEBT	AUTHORIZATIONS	BONDS ISSUED	PRINCIPAL RETIRED	NET OUTSTANDING DEBT DECEMBER 31	UNISSUED AUTHORIZATIONS DECEMBER 31	MARGIN DECEMBER 31
1963	38,200		1,500	400	5,100	500	32,600
1964	38,200	3,800	4,300	400	9,000		29,200
1965	38,200	2,800	2,800	700	11,100		27,100
1966	38,200	2,600	2,600	800	12,900		25,300
1967	38,200	2,000	2,000	900	13,900		24,300
1968	38,200	2,000	2,000	1,000	14,900		23,300
1969	38,200	2,000	2,000	1,100	15,900		22,300
1970	38,200	2,000	2,000	1,200	16,600		21,600
1971	38,200			1,300	15,300		22,900
1972	38,200			1,400	13,900		24,300
1973	38,200			1,300	12,600		25,600
1974	38,200			1,300	11,300		26,900
1975	38,200			1,300	10,000		28,200

G. PARKING FACILITIES LOANS 1963–1975
(in thousands of dollars)

YEAR	STATUTORY CEILING ON CUMULATIVE AUTHORIZATIONS	AUTHORIZATIONS	CUMULATIVE AUTHORIZATIONS DECEMBER 31	MARGIN DECEMBER 31
1963	40,000	4,900	19,900	20,100
1964	40,000		19,900	20,100
1965	40,000	3,000	22,900	17,100
1966	40,000	3,600	26,500	13,500
1967	40,000	6,000	32,500	7,500
1968	40,000	6,000	38,500	1,500
1969	40,000	1,500	40,000	
1970	40,000			
1971	40,000			
1972	40,000			
1973	40,000			
1974	40,000			
1975	40,000			

H. SCHOOL CONSTRUCTION LOANS, OUTSIDE CHAPTER 44, SECTION 7, 1963–1975
(in thousands of dollars)

YEAR	AUTHORIZATIONS	BONDS ISSUED	DEBT OUTSTANDING DECEMBER 31
1963			600
1964	7,700	3,900	4,400
1965	14,200	11,000	15,000
1966	13,900	14,100	28,200
1967	12,500	13,200	39,900
1968	7,600	10,000	47,700
1969	5,600	6,600	51,600
1970	11,100	8,400	57,300
1971	16,800	14,000	68,100
1972		8,400	72,600
1973			68,300
1974			64,000
1975			59,700

I. HOSPITAL CONSTRUCTION LOANS—PROPOSED OUTSIDE CHAPTER 44, SECTION 7, 1963–1975
(in thousands of dollars)

YEAR	AUTHORIZATIONS	BONDS ISSUED	DEBT OUTSTANDING DECEMBER 31
1963		2,500	2,500
1964			2,400
1965			2,300
1966			2,200
1967			2,000
1968			1,900
1969			1,800
1970			1,700
1971			1,500
1972			1,400
1973			1,300
1974			1,200
1975			1,100

A. BOSTON'S EXPENDITURES FOR CAPITAL IMPROVEMENTS 1950–1962*
(in thousands of dollars)

DEPARTMENTS	TOTAL	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962
1. Education Total	15,600	100		100	100	800	1,200	2,100	3,300	2,200	1,500	1,900	1,300	1,000
Schools	14,100					500	1,200	2,000	2,800	2,200	1,500	1,700	1,200	1,000
Library	1,500	100		100	100	300		100	500			200	100	
2. Health, Hospital Total	7,600	1,400	2,000	300		500	100	100	200	300	700	200	400	900
A. City Hospital	3,000	400	300	100		100		100	200	300	600	100		800
B. Long Island	4,600	1,000	1,700	200		400	100			500	100	100	400	100
3. Recreation Total	700			100	100	300	100	100						
A. Indoor	200			100				100						
B. Outdoor	200				100	100								
C. Parks	300					200	100							
4. Public Safety Total	4,600	1,200	600	600	400	100			200	800	500	200		
A. Fire	4,600	1,200	600	600	400	100			200	800	500	200		
B. Police														
5. Traffic Total	13,800	400	2,200	1,000	500	800	100	2,300	1,400	1,700	1,400	1,400	600	
A. Parking	12,800	300	2,000	800	400	600		2,200	1,400	1,700	1,400	1,400	600	
B. Traffic	1,000	100	200	200	100	200	100	100						
6. Public Buildings and County Services Total	3,500			600	200	100	100							2,500
A. Jail, Courthouses, Municipal Buildings	1,000			600	200	100	100							
B. Auditorium	1,800													1,800
C. City Hall	100													100
D. Repairs	600													600
7. Public Works Streets, Bridges Total	55,800	2,600	3,200	3,500	3,900	8,000	3,100	4,300	6,300	5,900	5,700	3,000	2,700	3,600
A. Public Ways	39,400	2,100	2,800	2,900	3,200	5,900	2,700	3,200	4,000	3,200	2,500	1,900	2,000	3,000
B. Sewers	6,800	500	400	600	700	900	400	600	800	300	400	400	200	600
C. Water	2,900							500	500	500	500	400	500	
D. Sanitation	6,700					1,200			1,000	1,900	2,300	300		
Grand Total	101,600	5,700	8,000	6,200	5,200	10,600	4,700	8,900	11,400	11,400	9,800	6,700	5,000	8,000

* Figures in this table are taken from reports of the city auditor, schedule D-2.

B. CITY BORROWING FOR CAPITAL IMPROVEMENTS 1950–1962*
(in thousands of dollars)

DEPARTMENTS	TOTAL	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962
I. Inside Debt Limit (Chapter 44, Section 7) Total	73,700	6,100	3,400	5,000	4,100	5,700	7,000	5,700	8,800	8,200	4,300	4,300	4,500	6,600
Schools	13,000					500	1,500	2,200	2,300	2,000	1,500	1,000	1,000	1,000
Public Ways	23,700	3,500	1,000	3,000	2,000	2,000	2,000	1,000	1,500	1,000	1,500	2,000	1,500	1,700
Bridges	7,300	500		900	700	1,900	1,000	800	700		500			300
Sewer	6,100	600	500	500	1,000		1,000		1,000		500	500	500	500
Buildings	11,800	1,500	1,300	600	400	1,300	200		1,800	4,200	300	200		
Equipment Loan	6,100						1,000	1,000	1,000			300	1,200	1,600
Repairs	4,600						300	700	500	1,000		300	300	1,500
Long Island Viaduct	600		600											
II. Outside Debt Limit Total	70,200	3,000	3,600	1,100	800	200	300	3,200	12,500	41,800	1,600	2,000		
Urban Renewal	5,500						300	1,200		2,500		1,500		
Parking	9,800		2,400	600				1,800	2,000	2,500		500		
Funding Loan	45,000								10,000	35,000				
Auditorium	1,100									1,000	100			
Long Island Viaduct	2,000	1,000	1,000											
Voting Machine	1,100			200	800			100						
Housing Relief	2,800	2,000								800				
Civilian Defense	600		200	300				100						
Demolition	800					200		100	500					
Equipment Loan	500										500			
Repairs	1,000										1,000			
Grand Total	143,900	9,100	7,000	6,100	4,900	5,900	7,300	9,000	21,300	50,000	5,900	6,300	4,500	6,600

C. OTHER SOURCES OF CAPITAL IMPROVEMENTS FUNDS 1950–1962*
(in thousands of dollars)

DEPARTMENTS	TOTAL	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962
I. Sale of City Property														
A. Traffic	800	200	100		200		100	100					100	
B. Parks and Playgrounds	200			200										
II. Sumner Tunnel Sale Receipts														
Off-Street Parking	2,000										1,000		1,000	
Hospital	2,000										2,000			
City Hall	250										100			150
III. State Aid Streets	4,200								2,500					1,700
Grand Total	9,450	200	100	200	200		100	100	2,500		3,100		1,100	1,850

* Figures in this table are taken from reports of the city auditor, schedule D-2.

Honorable Peter F. Hines
President
Boston City Council
City Hall
Boston, Massachusetts

January 18, 1963

Dear Mr. President:

In considering urban renewal matters in the current year I think you may find helpful the following information on the local costs of the Boston Development Program and specifically the status of Chapter one hundred and twenty-one bond authorizations.

As you know, under existing federal and state law the federal government pays two-thirds of the net cost of a renewal project. (There are occasions when a different formula is used, but so far this has not seemed advantageous to Boston.) The net cost is the difference between the total cost of doing a project, i.e., acquisition, planning, overhead, streets, utilities, schools, etc., and the amount received from the disposition of land in the renewal project area. The federal government also pays one hundred per cent of relocation payments which the Authority makes to families and business concerns which are required to move out of a project area.

The city's obligation is to provide for one-third of the net project cost. Under existing federal law the city may put up its one-third of the net project cost in the form of a direct cash contribution or in the form of non-cash contributions based upon expenditures for schools, parks, playgrounds, streets, utilities and other facilities or improvements which serve or support the project area. In addition, the city may donate land and buildings in a project area and receive credit for the approved value. (This does not include streets.) There is no one financing pattern which appplies to all renewal projects. The financial plan is determined on the basis of whether it is a residential or commercial area and on many other factors as well.

There are obviously major advantages to the city in coordinating its capital improvement program for needed community facilities with its renewal program so that the city's capital expenditures do double duty; that is, they not only provide needed improvements but serve as well to finance the local cost of urban renewal.

There are several means by which the city can provide its share of the costs of urban renewal.

However, before I discuss these in detail, I should like to draw your attention to five major sources of funds which can help reduce the city's direct expenditures for its one-third share of net project cost. These are important because the city is not required to provide all the local share from its own resources. Instead, under the law, the city is encouraged to provide funds creditable to the local share from other sources.

the use of certain institutional expenditures

Under Section one hundred and twelve of the Housing Act of nineteen hundred and forty-nine, as amended, a community may count as if it were its own expenditures certain monies spent for land acquisition by eligible hospitals and educational institutions, provided the land involved is used for educational or hospital purposes and is subject to the provisions of an urban renewal plan or approved institutional development plan. For every dollar of eligible institutional expenditure the city is entitled to two dollars of federal capital grant money.

The city may collect its credits in one project area of the city where they are concentrated and use whatever surplus is not required in that project in other projects. This is known as pooling.

The Authority engaged a consultant to analyse the potential funds involved from this source and his report was submitted to the Authority on November twenty-eighth. It indicates a total of approximately thirty million dollars of creditable renewal expenditures. These funds can obtain for Boston sixty million dollars of federal capital grant funds.

expenditures by other public agencies

The city may claim credit for expenditures by other public agencies which support urban renewal projects. For example, the MDC skating rink and swimming pool authorized for Charlestown can be counted as if it were a city expenditure in the Charlestown urban renewal financial plan. Certain DPW highway expenditures can also count. It is very difficult to make accurate projections for the total amount of creditable expenditures from this source, but every effort is being made to integrate our program with those of other agencies.

municipal parking garages

Under existing federal law the city may provide parking garages as part of the local share of project cost. There are many project areas, Government Center being one, where such garages are a necessity if the urban renewal plan is to be successful. The city may build the garages and lease them at rentals sufficient to pay off its capital costs. Thus, this portion of project cost is essentially self-liquidating.

school construction

City expenditures for school construction are partially reimbursed by the Commonwealth. Under existing state legislation, Boston bonds for the full cost of a school and then receives, as financial assistance from the Commonwealth over the life of the bonds, thirty per cent of each principal payment. This has a further effect in reducing the city's share of renewal costs. I believe the thirty per cent formula is unfair to Boston and other cities and towns and should be revised upward in recognition of the large volume of school construction which the city faces. Legislation to improve the formula has been presented to the Legislature for its consideration as part of Mayor Collins' nineteen hundred and sixty-three legislative program.*

chapter one hundred and twenty-one of the general laws

Under Chapter One hundred and twenty-one of the General Laws the Commonwealth has accepted an obligation to pay up to one-half of the local share of urban renewal projects. This statutory provision is in line with legislative action in Connecticut, New York and a few other states.

Under Massachusetts law the city again must first provide for its full share of the expenditure and then receive back over a twenty-year period, one-half of the local share.

We believe this law should be construed to mean that this one-half is for the full one-half of the local share of a project's cost and is not reduced by whatever credits the city is able to obtain from creditable institutional expenditures, state payments for school construction or for that matter, state or metropolitan expenditures for creditable improvements. Any other interpretation would have the Commonwealth nullifying the local financial assistance allowed by the Congress and by the Commonwealth itself.

Chapter six hundred and forty-three of the nineteen hundred and sixty-two Acts authorized a fund of thifty million dollars and annual appropriations of one million, five hundred thousand dollars. This estimate was arrived at on the basis of payments the Commonwealth expected to be required to make on projects then programmed.

As the renewal program expands and accelerates in the cities and towns of the state an increase in the amount of the fund will be required if the Commonwealth is to carry out its commitments.

To sum up, considering all five possibilities listed above for reducing the city's own costs, the city should never be in a position of paying more than one-sixth of the net cost of an urban renewal project, and in some cases less.

There may be those who will think that this makes Boston's burden too light. However, I should like to call your attention to the fact that the full benefits of these aids can be made available only if we undertake a very large-scale program of the kind now contemplated.

Except for direct state urban renewal aid, a more modest program would not bring these other aids into use. At the same time, with the great extent of blighted areas in Boston, with the deterioration of the tax base and other problems confronting the city, a more modest program will simply not meet Boston's needs.

It is necessary, therefore, if we are to undertake and carry out a program of the scope and dimension required, that every effort be made to maximize financial assistance from every quarter.

There may be those who will believe that we lay too much stress on this effort to get financial assistance. It is, of course, sometimes more time consuming, but considering the amount of funds attainable the effort is, in my judgment, very worthwhile. Certainly, I think we would all agree that if Boston could afford it, it would be simpler, quicker and much easier to undertake the whole program without outside money and entanglements. This is not a realistic course. In fact, I think we should all realize that these aids made possible by federal and state legislation are simply a recognition of the inability of cities across the country to renew themselves without outside financial help.

There are two ways in which the city may provide the funds it is required to provide directly. One is by bonding and the other is by direct appropriation from currently available funds. We do not contemplate recommending appropriations from currently available funds except for minor projects until and unless the city receives substantial increases in state aid for non-urban renewal purposes generally or until the state assumes some of the burdens now borne locally here.

There are four principal types of bond authorizations for financing the City's local share.

** Legislation was in fact enacted in nineteen hundred and sixty-three subsequent to the date of this letter raising the minimum share from thirty per cent to forty per cent. The formula however was not changed.*

section twenty-six cc of chapter one hundred and twenty-one

Section twenty-six CC of Chapter one hundred and twenty-one authorizes so-called twenty-year redevelopment bonds up to two and one-half per cent of the city's assessed valuation, with the approval of the Emergency Finance Board. (Boston has outstanding six million and five hundred thousand dollars of these bonds.) The unused authorization is thirty-one million dollars.

section seven of chapter forty-four

Section seven of Chapter forty-four authorizes general obligation bonds for municipal purposes. Local non-cash grants-in-aid such as municipal buildings, police and fire stations, community centers, libraries, sewers and streets can be financed under this section. These bonds vary in maximum length from ten to thirty years depending upon the purpose for which they are authorized. The limit is five per cent of assessed value, and the city's present unused authorization is about nine million dollars. The city is retiring existing debt under this category at the rate of approximately five million dollars per year.

In addition to local approval by the City Council, the approval of the Emergency Finance Board is required for use of this authorization.

chapter six hundred and forty-five of the acts of nineteen hundred and forty-eight, as amended

School construction may be financed outside the debt limit under provisions of Chapter six hundred and forty-five of the Acts of nineteen hundred and forty-eight, as amended. In addition to local approvals these bond authorizations must have approval of the School Building Assistance Commission and the Emergency Finance Board.

chapter four hundred and seventy-four of the acts of nineteen hundred and forty-six

Off-street parking garages may be financed outside the debt limit from bonds authorized by Chapter four hundred and seventy-four of the Acts of nineteen hundred and forty-six as amended. The approximately six million dollars remaining in this authorization will be almost entirely committed to the Haymarket Square garage in the Government Center. Legislation increasing this authorization has been submitted for consideration by the nineteen hundred and sixty-three General Court.

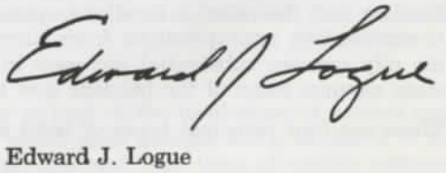
With the exception of the parking garage limit, existing statutory authorizations have both sufficient flexibility and sufficient margin for Boston to undertake its share of the expenditures called for in the existing redevelopment program. However, additional light may be thrown on this by the capital budget now being prepared for consideration by the Redevelopment Authority. In conjunction with the capital budget preparation we will also present to the Authority the latest and best estimates available of the amount, kind and scheduling of local capital expenditures called for under the redevelopment program.

In my judgment, it might well be in the public interest for a new comprehensive bonding authorization to be substituted for the various separate alternatives now available. In this connection I think consideration should be given to recent suggestions for an extension of redevelopment bond terms to twenty-five years, a principal payment moratorium for the first five years, level debt service thereafter rather than equal principal payments and a limit of three per cent of assessed value rather than two and one-half per cent. If this figure were made five per cent, I believe it would be sufficient to take care of all Boston's costs for urban renewal.

The proposed deferred payment of principal and level debt service are a recognition that present law puts the highest debt charges on the city, on account of a project, at the time when it is least able to afford it. By deferring principal payments until project execution activities are more or less complete and tax revenues are incoming the city is more able to afford renewal. Likewise, equal debt service payments are more nearly in balance with the city's capacity to pay. It should be pointed out that equal debt service payments are customary for revenue bond financing and, in many states, for general obligation bonds.

This is admittedly, a rather lengthy answer to a brief and important question. I hope you and your colleagues will find it helpful. Please do not hesitate to get in touch with me if you have any questions.

My very best wishes,



Edward J. Logue

auditorium and city hall

Reference in tables applies to loans and principal and interest payments for proposed borrowing for the construction of the new auditorium and city hall. Use of available Sumner Tunnel sale receipts may reduce this borrowing, if the city chooses to use the receipts for this purpose.

authorizations

Total value of appropriations approved by the city council from loans or other sources. As used in "Impact of Program" tables this refers to loans only.

authorizations unissued

Value of bonds authorized but not issued by city on December thirty-first of any year.

bond issues

Total value of new bonds issued.

capital budget

First year of a capital improvement program, often incorporated into city annual budget.

capital improvement

In the Boston program usually any project costing more than twenty-five thousand dollars. As far as the ordinance is concerned, it is any construction, reconstruction, alteration, or repair project for which the city can borrow for ten years or more.

capital improvement program

A long-range proposal for capital spending.

ceiling

The ceiling is a limit on borrowing set by statute. It varies with different loan categories.

a. For chapter forty-four, section seven and urban redevelopment loans the ceiling is on outstanding debt. The base is in both cases the average of three years assessed taxable values and motor vehicle valuations approved. The allowed ratio of debt is five per cent with approval of the Emergency Finance Board for chapter forty-four, section seven loans and two and one-half per cent for urban redevelopment loans.

b. For parking facilities the ceiling is on cumulative loan authorizations. Currently the ceiling is twenty million dollars but legislation raising the limit to forty million dollars has been proposed to the General Court.

chapter forty-four, section seven

Covers loans and principal and interest payments on all loans issued within the provisions of Chapter Forty-four, Section Seven, Massachusetts General Laws.

debt outstanding

Total principal value of city debt owed on December thirty-first of any year.

gross debt service

Total principal and interest payment of the city on all city debt except that supported by sinking funds.

hospital loans outside chapter forty-four, section seven

Covers loans and principal and interest payments on new hospital borrowing authorizations, both proposed and now permitted outside Chapter Forty-four, Section seven.

interest paid

Interest paid in one year on all debt outstanding as of December thirty-first of the year prior.

margin

The difference between the ceiling and the outstanding debt, and/or cumulative authorizations, at the end of the fiscal year to which the margin is applied.

net debt service

Gross debt service less fee offsets and state reimbursements. This is the debt service to be paid from city general fund tax receipts and departmental revenues.

other borrowing outside chapter forty-four, section seven

Principal and interest payments for borrowing prior to nineteen hundred and sixty-three done outside Chapter Forty-four, Section Seven. Mainly, the nineteen hundred and fifty-seven and nineteen hundred and fifty-eight Funding Act.

parking facilities

Loans and principal and interest payments on all loans issued within the provisions of Chapter Four hundred and seventy-four, Acts of nineteen hundred and forty-six, as amended.

parking and sewer fees

The assumption in the tables is that parking and sewer facilities will be "self-liquidating." So revenue here is shown as the equivalent of estimated principal and interest payments.

For sewers, the sums shown include state renewal aid payments on sewer work in renewal areas.

principal retired

Value of city debt retired.

school loans outside chapter forty-four, section seven

Covers loans and principal and interest payment on all school loans issued and to be issued under Chapter Six hundred and forty-five, Acts of nineteen hundred and forty-eight, as amended, which act provides that school borrowing can be outside Chapter Forty-four, Section Seven under certain conditions.

state school building assistance

State reimbursement of thirty per cent of the approved construction cost of new schools — paid in twenty annual payments beginning the year principal payments commence.

state urban renewal assistance

State reimbursement of fifty per cent of the local share of urban renewal project costs — paid in twenty annual payments beginning for each project the year a loan and grant contract for the project is approved by the state. The assumption is that all presently proposed renewal projects will be put under contract between nineteen hundred and sixty-three and nineteen hundred and sixty-eight.

urban redevelopment

Covers loans and principal and interest payments on all loans issued within the provisions of Chapter One hundred and twenty-one, Section Twenty-six CC, Massachusetts General Laws.

Renewing Boston's municipal facilities : capital improvements program 1963/1975 / Bost...
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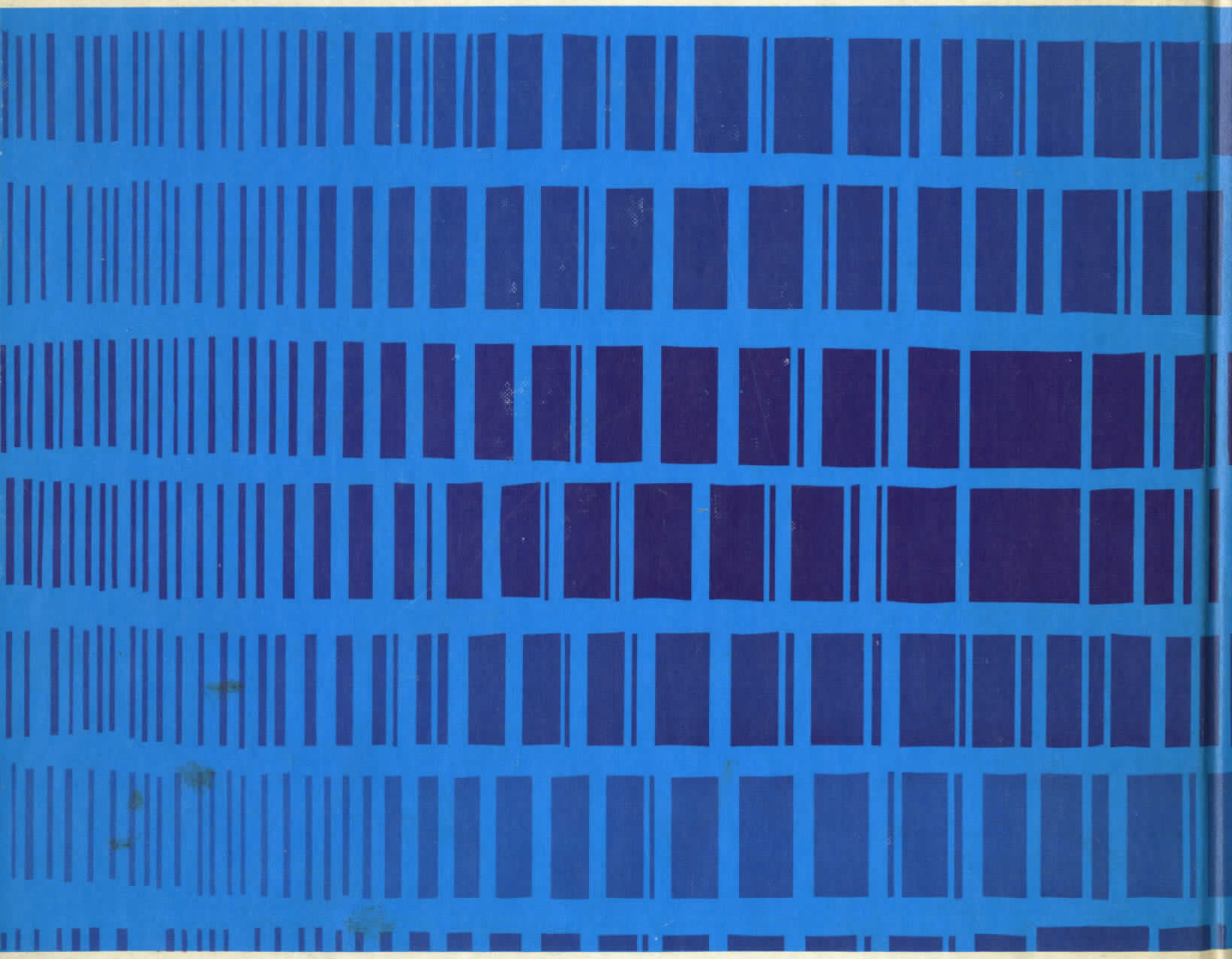
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